Mapping Study of Civil Society Organisations in Ethiopia (2021)

January 2022

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Acronyms

ACSO	Agency (now Authority) for Civil Society Organizations
ACSOT	Alliance of Civil Society Organisations in Tigray
AfDB	African Development Bank
AGOs	Attorney Generals' Offices
ARRA	Administration for Refugees and Returnees Affairs
BGDAN	Benishangul Gumuz Development Associations Network
BGR	Benishangul-Gumuz Region
BOF	Bureau of Finance
BoFED	Bureau of Finance and Economic Development
BoLSA	Bureau of Labour and Social Affairs
BoWCA	Bureau of Women and Children Affairs
CAFOD	Catholic Agency for Overseas Development
CBOs	Community Based Organisations
CCC	Community Care Coalitions
CCRDA	Consortium of Christian Relief and Development Associations
CEHRO	Consortium of Ethiopian Human Rights Organisations
CETU	Confederation of Ethiopian Trade Unions
CEVO	Council of Ethiopian Voluntary Organizations
ChS	Charities and Societies
COC	Centre of Concern
CORHA	Consortium of Reproductive Health Associations
COVID	Corona Virus Disease
CSA	Charities and Societies Agency
CSF-III	Civil Society Fund-III
CSOs	Civil Society Organizations
CSP	Charities and Societies Proclamation
CSSG	Civil Society Support Group
CSSP2	Civil Society Support Programme Phase 2
DAG	Development Assistance Group
DPG	Development Partners Group
ECC	Ethiopian Catholic Church
ECHO	European Civil Protection and Humanitarian Aid Operations

ECSF	Ethiopian Civil Society Forum
ECSOC	Ethiopian Civil Society Organizations' Council
EECMY	Ethiopian Evangelical Church Mekane Yesus
EEPNA	Ethiopian Elderly and Pensioners National Association
EFY	Ethiopian Fiscal Year
EHRC	Ethiopian Human Rights Commission
EHRCO	Ethiopian Human Rights Council
EOC	Ethiopian Orthodox Church
EPRDF	Ethiopian People Revolutionary Democratic Front
ERCA	Ethiopian Revenue and Customs Authority
ESAP	Ethiopia Social Accountability Programme
ETB	Ethiopian Birr
EU	European Union
EWLA	Ethiopian Women Lawyers Association
FBDOs	Faith-Based Development Organisations
FDI	Foreign Direct Investment
FDRE	Federal Democratic Republic of Ethiopia
FEAPD	Federation of Ethiopian Associations of PWDs
FGM/C	Female Genital Mutilation/Cutting
FSCE	Forum on Street Children Ethiopia
GDP	Gross Domestic Product
GII	Gender Inequality Index
GNI	Gross National Income
GoE	Government of Ethiopia
GRB	Gender Responsive Budgeting
GTP	Growth and Transformation Plan
GTWG	Governance Technical Working Group
HGERA	Home-Grown Economic Reform Agenda
IA	Irish Aid
ICCO	Inter-Church Coordination Committee for Development Aid
ICG	International Crisis Group
ICSOs	International Civil Society Organisations
ICT	Information and Communication Technologies
IDE	International Development Enterprises
IDPs	Internally Displaced Persons

IGAs	Income Generating Activities
IGC	International Growth Centre
INGO	International Non-Governmental Organization
IIAG	Ibrahim Index of African Governance
IRC	International Rescue Committee
JeCCDO	Jersulaem Children and Community Development Organisations
MDGs	Millennium Development Goals
MIF	Mo Ibrahim Foundation
MoF	Ministry of Finance
MoFED	Ministry of Finance and Economic Development
NEBE	National Electoral Board of Ethiopia
NeCSOO	Network of Civil Society Organisations in Oromia
NEP+	Network of Networks of Associations of People Living with HIV
NGO	Non-Governmental Organizations
NOSAHHID	Network of Southern Ethiopia Associations of HIV/AIDS, Health and Integrated Development
NPC	National Planning Commission
NSAs	Non-State Actors
NTDs	Neglected Tropical Diseases
ODA	Oversees Development Assistance
OECD	Organisation for Economic Cooperation and Development
PAD	Positive Action for Development
PDN	Pro Development Network
PEA	Political Economy Analysis
PHEC	Population, Health and Environment Consortium
PLHIV	Persons Living with HIV
PWDs	Persons with Disabilities
RBA	Rights-Based Approach
RESET	Resilience Building and Creation of Economic Opportunities in Ethiopia
RSF	Reporters Without Borders/ Reporters sans frontières
SDGs	Sustainable Development Goals
SEPDA	Southern Ethiopia Development Association
SHGs	Self-Help Groups
SIDA	Swedish International Development Agency
SINCE	Stemming Irregular Migration in Northern and Central Ethiopia

SNNPR	Southern Nations, Nationalities, and People's Region
SPADE	Society for Participatory Development in Ethiopia
STDs	Sexually Transmitted Diseases
TI	Transparency International
UN	United Nations
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
VAWC	Violence Against Women and Children
VECOD	Vision Ethiopian Congress for Democracy
WASH	Water, Sanitation, and Hygiene
WB	The World Bank

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Executive Summary

In May 2021, the European Union Civil Society Fund III (EU-CSF III), the multi-donor Civil Society Support Programme (CSSP2), and the Authority for Civil Society Organisations (ACSO) launched a study for the Mapping of Civil Society Organizations (CSOs) in Ethiopia. The findings from the study are expected to provide updated, multi-dimensional information on CSOs in Ethiopia operating at national and regional levels to assist in subsequent programming by the three partners and other stakeholders.

A team of three professionals was commissioned to undertake the study covering the entire country. Experts from ACSO also joined in the field work for the data collection. The team reached a total of 324 (65 females) informants and 262 institutions (from CSOs, government, and donors) through interviews and focus group discussions. Government coordination offices and sector bureaus and ministries, regional networks of CSOs, faith-based CSOs, international CSOs, federally-registered local CSOs, and donors (development partners) have been reached. The findings along the lines of investigation that were outlined in the Terms of Reference (ToR) are presented in this document. In addition to the main report, self-standing reports on the nine regional administrations and the two city administrations are included in the report.

The timing of the study presented some challenges to its smooth implementation. The conflict in Tigray and insecurity in the western part of the country affected data collection. Apart from the limited information from secondary sources, the team could not get access to Tigray during the field data collection. The COVID-19 pandemic also had a negative impact on the field data collection. Finally, the national elections that took place in June 2021 caused a delay in conducting the study as the government offices and some CSOs were involved in the election process.

Context

The structure and operation of CSOs are mainly shaped by the political, economic, and social contexts of the country. Accordingly, this study assessed the context under which CSOs have been operating in the past five years. Despite the remarkable economic progress made in the past two decades and Ethiopia's status as one of the fastest-growing economies in the world, there are still a range of development challenges the nation needs to address. The country lags far behind according to the

measure of most key development indicators such as Global Ranking for Governance, Global Gender Gap Index, Political Accountability, World Justice Project Rule of Law index, Government Integrity, and Government Effectiveness. Despite improvements in the areas of freedom of association and expression in the past three years, the country still remains in the "NOT FREE" classification according to the Political Rights and Civil Liberties index and scored low in Press Freedom.

According to the annual CSO Sustainability Index, CSOs in Ethiopia are still under the category of "Sustainability Impeded". Compared to other Sub-Saharan African Countries, the operational environment for the CSOs sector in Ethiopia needs to be improved in several areas which may include organizational capacity, financial viability, advocacy capacity, sectoral infrastructure, and relationship with the media and the private sectors. The government adopted a new CSO Proclamation in 2019 which is believed to be advanced and progressive by international standards despite a few areas of concern. In addition, the Agency for Civil Society Organizations (now Authority for Civil Society Organisations) has adopted different subsidiary directives which are important to implement the Proclamation. Regional states are also in the process of adopting their own CSO laws which are expected to be in line with the federal CSO Proclamation. Gambella and Tigray regions have already put in place their regional laws and structures for the coordination of the operation of CSOs. With the objectives of ensuring collaboration, coordination, partnership, and experience sharing amongst regions vis-à-vis the federal ACSO in the governance of CSOs, a Federal-Regional Stakeholders' Forum has been established.

Type and number of CSOs

The current study reveals that there are changes in the number of CSOs registered at the federal level. While there were 3,077 CSOs in 2014, the number decreased in 2019 to 1,813 as 1,264 organisations terminated operation for various reasons, the key factor being the impact of the former CSO law. From 2019 to June 2021, a total of 1,438 entirely new CSOs acquired registration from ACSO, hence the total number of registered CSOs by June 2021 was 3,252. It is interesting to note that about 45 percent of the federally-registered CSOs were founded over the last two and half years under the new legal framework. According to the most recent information from ACSO, more than 300 new CSOs have acquired registration certificates since June 2021 and hence the numbers are increasing at a fast pace.

Of the total 3,252 federally-registered CSOs, 84% are local CSOs, 14% international CSOs and the balance is constituted by the 50 consortiums of CSOs. The mix of CSOs registered since 2019 shows

have come into the picture. The ethnic and locality-based associations largely remain as they were in 2014 with the exception of the emergence of more organisations following administrative restructuring in the Southern Nations, Nationalities, and People's Region (SNNPR). Related to these are the new 'Intellectual Associations' formed along ethnic lines. The study identified nine such associations. It also identified 229 women and primarily women-focused CSOs, and from the 1,813 re-registered CSOs by ACSO, about 54 are associations of persons with disabilities (PWDs).

All the regions and the two city administrations have arrangements for the registration of local CSOs within their respective jurisdictions. Despite the undeveloped systems for screening, registration, and follow-up, the arrangements have provided expanded opportunities for citizens to organize and promote objectives. In the last five years, about 936 region-based local CSOs have received such registrations.

Community-based organizations (CBOs) play important role in addressing communal issues and mobilizing the community. In the Ethiopian context, CBOs may include *Idir, Iqub, Debo, Wonfel, Mahber*, women's self-help groups, village development committees, water users' associations, grazing societies, cereal bank groups, etc. However, there is no specific law that governs these associations. During the 2015-2018 political unrest, informal youth movements emerged as key political actors in the various regions, mainly in Amhara (Fano), Guraghe (Zerma), Oromia (Kero), and Sidama (Ejieto). Except for the Fano of Amhara region, others are currently less active and reportedly integrated into the regional mass-based youth associations.

Projects and other activities implemented by CSOs

With regard to projects, the findings confirmed that Oromia has the largest numbers of CSO projects followed by SNNPR while Harari and Afar have relatively fewer numbers of projects. Compared to those identified by the 2014 mapping study, the number of projects has declined in all regions except

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[1] Faith-based Development Organisations (FBDOs) are CSOs that include a reference to a particular faith grouping in their naming and mission statements, and those having general assemblies and boards whose membership are determined by religious groupings. Faith-based development organisations can be local or international.

in Tigray, Gambella, Benishangul-Gumuz Region (BGR), SNNPR and Oromia. In Tigray, the increase is about 350%, while BGR experienced an increase of around 100 percent. Somali and Harari regions experienced over 50% declines in the numbers of projects compared to the 2014 findings.

The study found that some increases in the numbers of project holder CSOs happened only in four regions (Gambella, Tigray, BGR, and Oromia) while the rest experienced a decrease in numbers of varying scales compared to the findings of the 2014 study. In SNNPR, the establishment of Sidama as a separate regional state is a key and justifiable reason for the decline of numbers of project holder CSOs. It also appears that many of the newly formed CSOs are not engaged in implementing actions based on agreements with the regional government regulatory bureaus. Where there are increases in numbers of projects compared to 2014, this could be largely due to an increase in the number of projects per CSO. The significant decline in the number of project holders in Addis Ababa may be attributed to the dissolution of local organizations due to the shortage of funds as a consequence of the former CSO law, although this assumption deserves further investigation.

Regarding budgets committed, in the 2014 report, the total funds pledged by CSOs for 2,604 projects, excluding Dire Dawa, amounted to ETB 35.76 billion. On the other hand, the current exercise identified a total of 2,885 projects for which CSOs committed ETB 78.87 billion. There was a modest increase in the number of projects (15%) between 2014 and 2021. The 121% increase in the total committed budget can be explained in relation to the increase in the average unit project budget. In 2014, it was about ETB 14 million while the current figure is ETB 19 million per project. It is only Somali and Harari regions that experienced a decline in total committed budget. This could be partly due to the presence of some CSOs operating in the region without entering agreements with the regional bodies.

The 2014 NSAs Mapping reported the approximate value of ongoing Non-Governmental Organisation (NGO) projects in US$ at 1.788 billion[2]. By applying the average exchange rate of 28.71 for the period from 2015 to 2021, the approximate value of CSO projects for the current period comes to approximately US$ 2.75 billion. The real value would be about US$ 2.37 billion[3] and that represents

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[2] Applying the 2014 exchange rate of 1 USD = 20 ETB.
3 By taking that $1 in 2014 is worth $1.16 today https://www.in2013dollars.com/us/inflation/2014?amount=1

some increase compared to the 2014 figures. Of the ETB 78.8 billion committed, about 45 percent was from international CSOs, 25 percent from FBDOs, and 28% from local CSOs.

Aggregation of the sectoral and thematic focuses of the CSO projects shows that the human development sectors of child development, education, health, food security, ecology, entrepreneurship, and economic empowerment for youth remain strategic focus areas aligned to the 10-year development plan of the country. In addition, though not commensurate with the demand of the context, it is encouraging that a growing number of CSOs are undertaking local actions for promoting governance at large. On the other hand, it appears, due to the national context, a growing number of CSOs are reverting to the implementation of emergency and social welfare support projects for the destitute, the displaced, and migrants. Much of the emergency operators are International Civil Society Organizations (ICSOs) and, perhaps, there is a need to increase the participation of local CSOs because of their relatively better knowledge of the context.

Funding Landscape

The great majority of CSO funding is coming from foreign aid while domestic resources are underdeveloped. The EU-CSF, the CSSP, the Ethiopian Social Accountability Programme (ESAP), the United Nations (UN) Country Offices, and United States Agency for International Development (USAID) remain the major sources of funding for local CSOs. In addition, Islamic aid has emerged as a new source in the funding landscape with financial aid to local CSOs coming from organizations such as Kuwait Horizons Charity Societies, IHH charity (Turkey), Qatar Charity International, and Sharjah International.

CSOs lack the capacity or interest to diversify their funding base through domestic resources despite the currently enabling regulatory framework. The funding relationship between CSOs and the private sector is based on the philanthropic conception which is yet to grow to a strategic partnership, and the idea and practice of corporate social responsibility needs to be promoted and strengthened. Despite remarkable improvements in some regions, funding support from government to CSOs is almost absent and lacks institutionalization where it exists. The implementation of joint projects between CSOs and the government also needs to be improved and the Urban Productive Safety Net Programme can be taken as a good exemplary initiative in this regard. Other regions may consider the policy of the Addis Ababa City

Administration in allocation of land to CSOs. The legal gap in areas of social enterprise is another challenge that is affecting the establishment of businesses with social objectives and supporting the work of CSOs.

Collaboration, Networking, and Partnerships within the Sector

Formal civil society networks are a relatively recent phenomenon in Ethiopia. Only a few CSO networks existed before the start of the 21st Century. In fact, until the enactment of the Charities and Societies Proclamation (CSP) in 2009, there was no clear legal framework for regulating the formation and operation of civil society networks. Nonetheless, poverty reduction processes and donor programmes facilitated the formation of a large number of CSO networks in the early 2000s. As per the 2014 CSO mapping study, there were 53 registered NGO/CSO networks. The ACSO registry data shows that there are 50 CSO networks registered with the Agency as of June 2021. Almost a quarter (24%) of the existing civil society networks registered at the federal level has been established since 2019 under the new CSO law.

Most of the existing civil society networks in Ethiopia are thematic in focus. While sector-wide regional CSO networks are also emerging, they are still weak. Most networks focus on building the capacity of members. Although some networks were able to work on and influence some policies, the policy advocacy engagement of networks, particularly convening the membership for collective actions on high-level strategic issues, is not strong. Most networks have weak institutional capacity, including a weak governance structure and a lack of vibrant or transformative leadership. There are also cases of conflict of interest and competition between a network and its members. Apart from formal networks, there are several project or issue-based informal or ad hoc partnerships or forums between CSOs.

The collaboration and partnership between international and local CSOs have been very weak in the last decade partly due to the effects of the 2009 ChS Proclamation. Although the new CSO law encourages international CSOs to work in partnership with and strengthen the capacity of local organizations, collaborations and partnerships between international and local CSOs are still recovering. The participation of Ethiopian CSOs in regional and global CSO networks and platforms is also very limited. The Ethiopian Civil Society Organisations' Council (ECSOC) is expected to enhance collaboration within the sector.

Collaboration and Dialogue with Government and other Key Development Partners

==Collaboration and dialogue between CSOs and the government have been increasing in the last few years, mainly due to the improving political will and policy shift on the part of the government, from a policy that was driven by suspicion and control to a constructive and collaborative engagement==. There is also an increasing trend of establishing more coordination and dialogue platforms and structures, although there is a need to strengthen and sustain this. The dialogue structures include the GO-CSO Forums both at federal and regional levels; thematic coordination forums between sector agencies and CSOs; and including representatives of CSOs in government institutions and structures. However, a constructive engagement and dialogue between CSOs and lower government levels are not strong yet and the policy shift is not adequately rolled out to lower levels. Moreover, the CSO sector lacks the experience and expertise to engage in effective dialogue with the government and participate in policy making processes.

The CSO Sub-Group under the Development Assistance Group (DAG), now referred to as the Development Partners' Group, had been actively working with CSOs on enabling the environment for the sector. However, this structure has not been active in recent years. The practice of involving CSO representatives in their governing structures by some donor programmes contributes to promoting dialogue between CSOs and donors. There is also a practice of consulting CSOs in the process of designing donor strategies and programmes. However, the level of dialogue between CSOs and donor groups is inadequate. The CSO sector is undergoing significant changes and reforms in terms of type, number, and engagement. Donors' engagement with and support to the sector needs to be aligned with changing the CSO landscape.

Concerning dialogue between CSOs and the private sector, there are a few emerging collaborative engagements such as jointly organizing the NGO day events. However, collaborations and dialogues with the private sector and media are generally inadequate.

Representation and Constituency Building

The civic agency or representation role of CSOs is central to their nature and existence. CSOs play this role through engaging in policy advocacy, promoting government accountability, and strengthening state-society relations or representing the voices of marginalized citizens. Within a restrictive and

challenging political context, many CSOs in Ethiopia have been striving to influence policies with some level of success. However, the overall engagement and achievement of Ethiopian CSOs in policy advocacy, promoting government accountability, and strengthening state-society relations is limited. Major challenges affecting the representation and constituency building include the narrow civic and political space that has been prevalent in the country; the limited constituency base and legitimacy of CSOs, the lack of adequate commitment and capacity in the sector to effectively play its representation role, and the lack of strong collaboration and networking within the sector.

Accountability, Transparency, and Self-regulation

At the organisational level, CSOs are accountable to registering and regulatory agencies, i.e., ACSO at the federal level and usually Attorney General's Offices (AGOs) at the regional level. Periodic reports and supportive supervision are the common tools used in exercising this accountability. Accountability of CSOs registered at the regional level to registering authorities is weak, mainly due to the lack of a clear and appropriate legal framework and lack of capacity (human resources, systems, tools, etc) in the regulatory authorities. At the project level, CSOs are in practice accountable to sector agencies and Bureaus of Finance and Economic Development (BoFED) through project agreement negotiations as well as mid and terminal evaluations.

Regarding CSOs' accountability and transparency to the public, there is some practice whereby CSOs attempt to engage communities and provide them with project information. However, CSO accountability and transparency to the public are not strong. For instance, publishing annual reports for public scrutiny is not a common practice. CSO internal accountability is usually affected by factors such as weak internal governance structures and inadequate commitment of board members.

The involvement of women in leadership positions including in the board of governance and as head of CSOs remains low compared to the number of CSOs operating in the country. The participation of women and people with disabilities in the administration and governance of CSOs should also be given due attention in the efforts to strengthen CSOs' leadership capacity.

Self-regulation within the CSO sector in Ethiopia is not well developed. The most notable CS self-regulation initiative in Ethiopia is the Code of Conduct for NGOs in Ethiopia, which came into force in March 1999 and was revised in 2005. Ten networks indicated that they have codes of conduct

applicable to their respective member CSOs. Some CSOs, mainly international ones, also claim that they have their own codes of conduct. The ECSOC has recently endorsed a Code of Conduct for the sector; its effective implementation has yet to start.

Opportunities and Strengths

The assessment identified opportunities that have implications on the effective operation of CSOs in Ethiopia. The current regulatory framework specifically and the political reform, in general, have been identified as key enabling factors supporting the operation of CSOs. The perception of government towards CSOs as partners in development has shown improvement, and the leadership of ACSO has been highly acclaimed by the representatives of CSOs in the implementation of the law. The revitalization of the GO-CSO forums at the regional level with the spirit of equal partnership and active participation of CSOs in setting agendas and leading the forums has created notable opportunities for collaborative engagement between government and CSOs. The establishment of the ECSOC with the mandate of representation and ensuring self-regulation is another critical milestone towards strengthening the CSO sector in Ethiopia. Increased activism from the youth demanding accountable government and the use of social media is also improving.

CSOs continued to play an important role in introducing new development approaches which are also taken up by the government. The capacity of CSOs to work with vulnerable groups and the provision of basic services such as health, education, livelihoods, and water is highly acknowledged by the government. In addition, CSOs make a noticeable contribution in mobilizing resources for the country.

Challenges and Limitations

The previous CSP and the constrained relationship between CSOs and the government significantly affected the growth and diversity of the sector. Consequently, the majority of CSOs in Ethiopia are focusing on service provision despite the huge gap in democratic and inclusive governance which is key to sustainable development. The various emergencies such as internal conflicts, floods, locust infestation, refugees, and the COVID-19 pandemic posed a challenge and forced CSOs to focus on relief and service provision rather than on sustainable development activities. Often, projects are not community-driven and are dictated by donors' interests. CSOs' participation in national and regional development plans is poor and lacks institutionalization. CSOs also lack the capacity to engage government on national issues from

a united position. Finally, the coordination among government institutions working with CSOs is found to be poor and needs to be strengthened.

Access to foreign funds especially for small local CSOs is a crucial challenge that is affecting their growth. Local CSOs should give due attention to domestic resources to become stable in their financial position and strengthen their accountability and legitimacy in the eyes of their constituencies. The issues of internal democracy, leadership succession, and professionalism remained the key challenges that are affecting the strength and effectiveness CSOs in Ethiopia. Most network CSOs are affected by identity crises as they largely fail to serve their members and work independently from their members. Working relationships between local and international CSOs in project implementation and transfer of technical knowledge need to be improved. ICSOs dedicated to strengthening local CSOs, as opposed to self-implementation are yet to come into the picture. In addition, the working relationship between CSOs and independent democratic institutions such as the Ethiopian Human Rights Commission (EHRC), National Electoral Board of Ethiopia (NEBE), Ethiopian Institution of the Ombudsman, and the media, needs to be strengthened.

Recommendations

1. Improve the legal and institutional framework for CSO regulation

It is recommended for ACSO and concerned regional bodies to improve the legal and institutional framework for CSO regulation. More specifically, it is recommended to:

a. **Develop subsidiary and regional CSO laws:** ACSO and regional authorities need to develop, through adequate consultation with CSOs, subsidiary legislation, and regional CSO laws that are consistent with the 2019 CSO Proclamation.

b. **Strengthen the capacity of and coordination between government supervising bodies:** ACSO, regional bureaus of finance and regional AGOs need to enhance their institutional capacity to effectively provide supportive supervision to CSOs.

c. **Establish/strengthen GO-CSO Forums:** ACSO and the ECSOC need to manage and facilitate a structured and institutionalized national GO-CSO forum at the federal level, as well as institutionalising existing regional GO-CSO forums.

2. Improve development partner's policies and engagement with CSOs

a. **Strengthen dialogue forums between CSOs and development partners:** Consider establishing a structured tripartite dialogue forum between development partners, the government and CSOs.

b. **Adopt innovative and flexible CSO funding policies:** Since the majority of existing CSOs are new, it is important for development partners to adopt funding policies and approaches that can accommodate new and emerging CSOs.

c. **Strengthen the intermediaries approach:** Based on the experiences from CSF III, CSSP2, and ESAP III, donors should be encouraged to channel funds that can reach small and informal CSOs.

d. **Focus on providing capacity development and programme-based support to national CSOs:** Considering the emerging CSO landscape, which is dominated by new CSOs, donor support should prioritize capacity development and programme-based support, as opposed to providing purely project implementation support.

3. Strengthen funding and sustainability of CSOs

a. **Develop a culture of philanthropy:** In a bid to reduce the risk of dependency on foreign aid and enhance the relationship between CSOs and the community, CSOs should promote the development of community philanthropy.

b. **Advocate for social enterprise legal framework**: CSOs should advocate for and the government also should consider the establishment of a legal framework that governs social enterprises.

c. **Strengthen CSOs' engagement in investment and Income Generating Activities (IGAs):** CSOs should make deliberate and enhanced efforts to engage in income generation activities to minimize their dependence on foreign funding and ensure their sustainability.

4. Strengthen the data and knowledge management on the situation of CSOs in Ethiopia

a. **Strengthen data management in regulatory bodies:** The data management system at ACSO and regional attorney general offices should be given priority.

b. **Consider producing a yearly national CSO index:** ACSO, ECSOC, and development partners should consider developing a joint initiative to produce a yearly national CSO Index that assesses the state of CSOs in the country.

5. Strengthen Women-Led and Women's Rights CSOs

The CSOs' sector should play an exemplary role in bringing women to leadership positions, while the government and development partners should develop special initiatives to support the strengthening of women-led and women's rights CSOs.

6. Strengthen networking and self-regulation within the sector

a. **Strengthen the capacity of the ECSOC**: For an effective representation and self-regulation system, the legally recognized CSOs' Council should be strengthened in all respect.

b. **Enhance partnership between local and international CSOs**: Considering Article 62(7) of the CSO Proclamation, systems and mechanisms should be put in place to encourage partnership between local and international CSOs.

7. Strengthen the representation and policy advocacy role of CSOs

a. **Advocate for the adoption of the draft Civic Engagement Policy**: To facilitate CSOs' representation role and ensure the participation of citizens in matters affecting their lives, including development processes, CSOs should advocate for, and the government should also consider the adoption of, the draft Civic Engagement Policy.

b. **Adopt the rights-based approach (RBA) and enhance engagement on governance and rights issues:** With the improved enabling environment, CSOs need to adopt RBAs and enhance their engagement on governance and rights issues.

c. **Strengthen common voice and engagement on higher-level strategic issues:** Networks should take the lead in mobilizing the common voice of CSOs on higher-level strategic issues.

d. **Strengthen the commitment and capacity of the sector in policy research and advocacy:** For effective engagement of CSOs in policy processes, the gaps in commitment and capacity on policy research and advocacy within the sector need to be addressed.

1. INTRODUCTION

1.1 Background to the Study

Civil Society Organizations (CSOs) have become important actors in development areas such as poverty reduction, delivery of social services, emergency relief and humanitarian interventions, facilitating public participation in policy decisions, improving public transparency and accountability, and the promotion and protection of human rights. CSOs have also attracted greater public scrutiny about their management and operations, mainly regarding their effectiveness and accountability. With the objective of identifying potential areas of engagement, including capacity support, often donors and even governments initiate periodic all-rounded mapping exercises or reviews of CSOs.

Since 2004, successive phases of the European Union's Civil Society Fund intervention (EU-CSF), in partnership with other development actors, have been engaged in periodically mapping the profiles and experiences of CSOs in Ethiopia. Following the 2004 comprehensive review of the contexts and capacities of Ethiopian Non-State Actors (NSAs), two NSAs mapping exercises have been conducted, in 2008 and 2014. As a continuation of these endeavours, the third phase of the EU's Civil Society Fund (EU-CSF III), and the multi-donor funded Civil Society Support Programme Phase 2 (CSSP2)[4], commissioned the current mapping study in collaboration with the Federal Agency for Civil Society Organizations (ACSO)[5]. The involvement of ACSO in this study is not only historic but has also contributed immensely to the quality of the study.

A team of three Civil Society experts was recruited by the partner organisations through International Consulting Expertise (ICE), the consultancy company that provides the services of the Technical Assistance Unit (TAU) for CSF III. The costs of the experts, field activities, consultations, and report production were shared by the EU-CSF III and CSSP2 programmes. ACSO also provided three of its officers to assist the experts in conducting the assignment. (For further details on the tasks assigned to the Mapping Team, please refer to the Terms of Reference (ToR) reproduced under Annex 4.)

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[4] The Civil Society Support Programme 2 (CSSP2) is funded by the people of the United Kingdom, Ireland, Sweden and Norway. The programme is managed by the British Council, in consortium with Pact UK and Social Development Direct.

[5] Since the start of the CSO Mapping exercise, the 'Agency' has become the 'Authority' for Civil Society Organisations.

1.2 Purpose and Scope of the Study

Purpose

The purpose of this assignment was to undertake a comprehensive study to provide updated, multi-dimensional information on CSOs in Ethiopia operating at national and regional levels. Accordingly, the outputs are expected to provide ACSO, CSF-III, CSSP2, and other civil society support interventions with a clearer picture of which CSOs, networks, consortia, umbrella, and apex organisations are doing what and where, and their overall capacity and effectiveness in carrying out their operations. The study was also expected to consider, without necessarily quantifying them, more informal entities in the wider civil society working at grass-roots levels and social movements with a view to enhance understanding of this group in Ethiopia.

Expected results

The ToR identified the following five key result areas:

1.   Political Economic Analysis of the current operational context for CSOs at national and regional levels to set the context for the study.

- Detailed information on the current status and operations of CSOs in the country.
- The changes that have taken place in the sector since the previous study in 2014, and, to a lesser extent, since the first study in 2004 and, in particular, since the reforms that have taken place since April 2018.
- Trends, challenges, and opportunities that will influence the future shape of CSOs over the coming years.
- Detailed recommendations on the actions required to be taken by all stakeholders (CSOs, donor agencies, and the government) to ensure that the sector moves in the right direction to perform an enhanced role in national development and inclusive and accountable governance, for maximum public benefit.

Scope of the Work

The ToR (see Annex 4) provides detailed information on the scope of the work identifying areas to be investigated and data to be collected, areas of analysis, and areas to be covered in the report. The focus of the current assignment is on Civil Society Organizations at large which include, as reflected in the ToR, CSOs registered at the federal and regional levels (local and international CSOs and consortia/networks), and informal CSOs such as community-based organizations, traditional and cultural associations, and social movements. Geographically, the mapping was expected to cover all regional states and the two chartered cities, and hence the consultants collected data mainly from regional cities. However, due to their size and peculiar state arrangements, the consultants also collected data from selected zones of Amhara, Oromia, and SNNPR.

Another unique feature of this study as compared to its predecessors was the involvement of the government body, ACSO, with clearly defined roles and responsibilities. The approach is historic, benefiting both ACSO and the CSO sector as well as the quality of the assignment. This may be taken as concrete evidence of the level of partnership between ACSO and CSOs. ACSO also assigned three staff members to work with the consulting team. In addition, the Agency facilitated communications with regional and federal authorities pertinent to the data collection.

1.3 Approach and Methodology

Sources of Information

Primary Sources

The team interacted with a total of 324 (65 females) informants and 262 institutions (from CSOs, government, and donors) through interviews and focus group discussions. Government coordination offices and sector bureaus and ministries, regional network CSOs, faith-based CSOs, international CSOs, federally-registered local CSOs, and donors (development partners) have been reached. The team developed guide questions for key informant interviews and group discussions to ensure that collected data and information are comparable across regions and with the report of the earlier mapping.

Table 1: Key Informants Interviewed

SN	Region	GO	F	CSO	F	Total
1)	Amhara	8	1	12	3	24
2)	Gambella	10	2	9	0	21
3)	Benishangul-Gumuz	8	2	14	3	27
4)	Afar	9	4	14	2	29
5)	Somali	8	3	12	3	26
6)	Oromia	5	1	17	4	27
7)	Addis Ababa	6	2	14	4	26
8)	Diredawa	8	2	13	6	29
9)	Harari	6	3	15	4	28
10)	SNNPR/Sidama	16	2	39	7	64
11)	Federal	7	3	6	3	19
12)	Donors	3	1	-	0	4
	Total	**94**	**26**	**165**	**39**	**324**

Table 2: Number of Institutions Interviewed

Region	Gov.	CSOs	Total
Amhara	6	14	20
Gambella	6	9	15
Benishangul-Gumuz	7	16	23
Afar	7	9	16
Somali	8	11	19
Oromia	5	19	24
Addis Ababa	5	14	19
Diredawa	7	22	29
Harari	4	18	22
SNNPR/Sidama	14	38	52
Federal	7	13	20
Donors	3	0	3
Total	79	183	262

Secondary Sources

The team made an extensive review of secondary sources of data that included the registries of ACSO, regional bureaus of finance, and attorney general offices. Data from these institutions have been reviewed to establish the numbers of CSOs, typologies, and areas of operation of CSOs registered both at the federal and regional levels. In addition, the trends of emergence and registration of CSOs since the promulgation of the new CSO law have been analysed. Besides these, relevant policy and legal documents, as well as reports of studies on CSOs were gathered from governmental, universities, development partners, and CSO networks.

Desk research and review of documents

Before the field data collection, the team conducted an extensive desk review based on primary and secondary data. This included a review of literature and documents relevant to the study. Key documents reviewed include the 2014 mapping study, regular reports from ACSO and regional bureaus of finance and attorney general offices, the Civil Society Index study, evaluation reports of major donor programmes for CSOs, reflection on the CSO Law, annual reports of selected networks, and research conducted by different scholars on CSOs in general.

Reference Group Meetings

At the end of four of the five phases of the exercise, namely Inception Phase, Desk Phase, Field Phase and Synthesis Phase, the team made presentations to the Reference Group. In addition, the team conducted the key milestones below.

1) **Preliminary interactions** – this was achieved by contacting the clients (CSF III and CSSP2), the donor partners, key governmental stakeholders and CSO leaders. At this stage, the survey team further clarified the scope and expectations on the mapping exercise.

2) **Regional debriefing sessions** – except Addis Ababa and Oromia, at the end of the field work, in each region's findings from the desk and field work was presented to an audience comprising CSOs and concerned regional government offices. The

sessions assisted not only to validate data collected from the regions but also to bring together government and CSOs to achieve a common understanding on their regional context.

3) **National workshop** – This session was partly meant to present the findings and partly to solicit feedback to enrich the report. Representatives from concerned government offices, donors and CSOs attended the workshop and important feedback was received to be incorporated in the final study report. In addition, the event helped the stakeholders to understand their position with respect to CSOs' development.

Limitations

The country is in a state of political transition marred by instability arising from internal disputes and external pressure. The law enforcement operation in Tigray and instances of communal violence in the western part of the country coupled with the dispute with Egypt and Sudan over the Great Ethiopian Renaissance Dam, have remained serious challenges affecting not only the peace and security of the country but also its relationships with the international community. Apart from the limited information obtained from secondary sources, the team could not gain access to Tigray to conduct field data collection. The COVID-19 pandemic also had its own impact on field data collection, albeit not so significant. The availability and willingness of certain government officials for interview was another challenge, often becoming a cause for delay.

1.4   Structure of the Report

The report has two broad sections: consolidated analysis of data at the national level and analysis of data from regions including Addis Ababa and Dire Dawa. In terms of outline, the report follows the lines of enquiry provided by the ToR which include political economy analysis, number and type of CSOs, projects and other activities implemented by CSOs, the funding landscape, challenges and limitations affecting the operations of CSOs, opportunities and strengths of CSOs, collaboration, networking and partnerships within the sector, collaboration and dialogue with government and other key development partners, representation and constituency building and accountability, transparency and self-regulation. Finally, the report provides conclusions and recommendations.

2. CONTEXT: POLITICAL ECONOMIC ANALYSIS

Political Economic Analysis (PEA) is a useful approach to understand the dynamics surrounding national and sectoral policy-making and implementation and hence can assist in designing programmes that are politically informed. The approach enables programme designers and development partners to clearly understand how political and economic power is constituted, exercised, and contested (Unsworth 2015). It "provides a systematic approach to analysing relationships between key structural factors…., institutions (formal and informal rules, norms and arrangements) and actors in a given country or sector context" (Jones 2015, 66). In short, PEA is a tool that can be used to determine the nature and strategies of development interventions.

The country's political, economic, and social structures determine the structure and operation as well as the development of a vibrant civil society sector in any country. "The more advanced a country's socio-economic development, the stronger its civil society" (Bailer, Bodenstein and Heinrich 2013). For example, in a country where there is no guarantee for freedom of association, assembly and expression, advocacy for policy and practice changes becomes very difficult if not impossible. Accordingly, scanning the political and economic contexts is paramount to critically examining the enabling environment under which CSOs are operating.

This section deals with the Political Economic Analysis of the current operational context for CSOs at national and regional levels. It investigates the political and economic contexts in which CSOs are operating, and how the changes in the operating environment have been affecting CSOs. It explores the political economy for CSOs in terms of their relationship with the government and other actors as well as the operating environment. The report considers both the formal institutional arrangements that are in place and the informal practices that operate alongside these formal arrangements.

2.1. Economic Context

According to the African Development Bank (AfDB 2019), Ethiopia's economy is one of the fastest-growing economies in Africa and the World. It has achieved double-digit economic growth, averaging 10.8% since 2005 (AfDB, OECD and UNDP 2016).

However, in the past five years, the growth has shown a downward trend caused by political and social unrest and fiscal consolidation to stabilise the public debt. The economy continues to shrink as it achieved only 6.1% growth in 2020, down from 8.4% in 2019 (AfDB 2021).

The economy, in general, has been adversely affected by the COVID-19 pandemic, with the hardest hit sectors being hospitality, transport, and communications. Industry and services continued to lead the growth in 2019 and 2020. While agriculture's share in Gross Domestic Product (GDP) has fallen, the sector still employs more than 70% of Ethiopia's workforce. The pandemic also affected the projected decline of poverty from 23.5% in 2016 to 19% by the end of 2020 due to the loss of millions of jobs. In addition, Foreign Direct Investment (FDI) inflow to Ethiopia decreased to USD 2.1 billion in 2020, compared to USD 2.5 billion in 2019, USD 3.3 billion in 2018, and $4.1 billion in 2017.

Ethiopia managed to reduce its poverty rate from 27.3% in 2015 to 24.2% in 2018 (World Bank 2019). Its economy has also benefitted from high levels of foreign aid and loans from its international development partners. In 2017, Ethiopia received a total of USD 3.1 billion, from 30 multilateral and bilateral development partners, which puts its Overseas Development Assistance (ODA) per capita at USD 34.4 (MoF, Annual Statistical Bulletin on Aid Flows to Ethiopia 2017(2008EFY)). Similarly, 32 development partners disbursed a total of US$ 3.0 billion (3.7% of GDP and USD 32.2 per capita) in 2018 (2009 EFY), a decrease of 4.5% (USD 144 million) when compared to the previous year. Out of the total disbursements, grants accounted for 44% of the total, while loans represented 56% (MoF 2018(2009EFY)). The total ODA disbursement in 2019 (2010 EFY) showed an increase and reached 4.3 billion from 28 development partners. Out of the total disbursement, grants accounted for 48% while loans represented 52% (MoF 2019(2010EFY)).

The Ethiopian labour force grew from 29 million in 2000 to 48 million in 2016, 50 million in 2017, 51 million in 2018, and 53 million in 2019. However, it showed a slight decline in 2020 and reached 52.7 million (WB 2020). The country witnessed a significant reduction in its unemployment rate, decreasing from 3.71% in 1999 to 2.04% in 2019. However, this figure rose at an alarming speed in 2020 to reach 2.79%, which is the highest since 2004

(WB 2020). The growth of the Ethiopian economy, which is largely state-led and concentrated in the agriculture and service sectors, could not sufficiently absorb available labour. Consequently, many people have been pushed into vulnerable employment, often in the informal sector. Various sources indicate that over half of Ethiopia's labour force (outside the agricultural sector) operates informally (Donnenfeld, et al. 2017).

With the change of the political and economic policy direction in 1991, the Ethiopian government has been privatizing state-owned enterprises. This is mainly driven by the interest to achieve long-term economic growth by enhancing efficiency and encouraging the development of the private sector (IGC 2020). The privatization process has been intensified with the coming of Abiy Ahmed to power in 2018 targeting key and large state-owned enterprises such as Ethio Telecom and Ethiopian Airlines.

In addition, the Ethiopian government identified industrialization as the means to transform the economy, reduce poverty, provide jobs, and achieve the ambitious aim of transitioning the economy to lower-middle-income status. As part of this effort, the government has been engaged heavily in developing industrial parks in various parts of the country. This strategy provides major employment opportunities to female workers. However, a study conducted by UNDP indicates that;

> "Low wages that barely cover the basic costs of housing, food and clothing is one of the key constraints that women and men workers face. Given gender pay gaps, the lower educational level of women, and limited career growth options, the impact of low wages and lack of safe and affordable housing is more critical for women. This challenge poses another gender-based constraint for women: women tend to co-habit with male partners, enter into non-formal relationships, which expose them to unwanted pregnancies, various STDs and HIV/AIDS, which become further barriers to their economic advancement (UNDP & MoTI 2018).

Below are the overarching development frameworks guiding the economic context.

With the aim of transforming the economy from a predominantly agrarian to a modern industrialised one, the overnment introduced, in 2010, a five-year development strategy entitled Growth and Transformation Plan I (GTP) 2010/11 – 2014/15, followed by GTP II 2015/2016 – 2019/2010. The GTP's main objective was the eradication of poverty, by building an economy that has a modern and productive agricultural sector using enhanced technology and an industrial sector that plays a leading role in the economy. In the industrial sector, the first GTP focused on "*creating favourable conditions for industry to play a key role in the economy*" as one of its strategic pillars while maintaining agriculture as a major source of growth (FDRE-MoFED 2010, p23). The GTP also recognised the value of the private sector as an important engine for industrial development.

During GTP I, the industrial sector received support by way of encouraging export-based and import-substituting industries. Vertical and horizontal linkages between the agriculture and industrial sectors were promoted. The government's programme further focused on strengthening small-scale manufacturing enterprises as they are the foundation for the establishment and intensification of medium and large-scale industries. Besides creating employment opportunities and accelerating urbanisation, Small and Medium Enterprizes (SMEs) also played a supportive role in the development of the agricultural sector. As clearly stated in the country's Industrial Development Strategy, the value-adding private sector is considered the engine of the sector's growth. Over the years, the business environment has become friendlier and trade and investment have improved rapidly as the government has shown its commitment to facilitating GTP's industrial growth objectives. Thus, a growing number of domestic and foreign private investments have been attracted.

However, GTP I was not fully successful in achieving its goal of structural transformation in the economy. According to a recent WB assessment, "the GTP has not been able to foster and accelerate structural transformation of the economy and the share of the manufacturing sector in GDP remained stable at a rather low level" (World Bank Group 2015). The significant aggregate growth achieved during the period was mainly attributable to large agricultural and service sectors, and agriculture still employed three-quarters of all workers by the end of GTP I. Within the industrial sector, growth had resulted from a construction

boom and mining sector expansion with relatively low contributions from micro- and small-scale enterprises or the focal sectors (textiles and garments, and leather and leather products) (World Bank Group 2015).

The Growth and Transformation Plan II (GTP II)

The second five-year Growth and Transformation Plan (GTP II) is Ethiopia's fourth macro-economic development plan since 1995, all of which have primarily been designed to reduce poverty (Donnenfeld, et al. 2017). The central objectives of these national strategies were to address human development needs, achieve the Millennium Development Goals (MDGs) - now the Sustainable Development Goals (SDGs) - and move Ethiopia towards a middle-income economy by 2025 (FDRE-NPC 2015, p16).

The overarching objective of GTP II was the realisation of Ethiopia's vision to become a lower-middle-income country in which democracy, good governance, and social justice are maintained through people's participation. The realisation of this vision calls for creating "[a] competitive, productive and inclusive economy in all its aspects" (FDRE-NPC 2015, p76). The Plan had set out an objective to sustain an average real GDP growth rate of 11% per annum within a stable macro-economic environment. It envisioned transforming the Ethiopian economy into a lower-middle-income category by 2025 through increasing the productivity, quality, and competitiveness of the productive sectors; enhancing the capacity, participation, and equitable benefit of citizens and thereby realising a developmental political economy through strengthening the democratic system.

Some of the distinguishing features of GTP II include the recognition of the agricultural sector as the main driver of growth and development while highlighting the need to move up the productivity chain to promote high-value crops, establish Ethiopia as a leader in light manufacturing in Africa, improve productivity and competitiveness, redress macroeconomic imbalances, and engage in better management of the construction industry, sustainable urban development, human capacity development, and climate resilience (FDRE-NPC 2015).

Home-Grown Economic Reform Agenda (HGERA)

The government launched a Home-Grown Economic Reform Agenda (HGERA), in September 2019, that is aimed at making Ethiopia a middle-income country by 2030 (FDRE 2020). It focuses on the expansion of the country's economic capabilities and the creation of employment opportunities through a set of macroeconomic, structural, and sectoral reforms. Various strategies have been identified for the success of the Agenda, which includes streamlining bureaucratic and regulatory procedures, improving governance of public institutions, creating secure and predictable access to export markets, increasing investments in logistics infrastructure, and enhancing the efficiency of domestic markets for goods and services. It prioritises key sectors – specifically agriculture, manufacturing, mining, tourism, and ICT. The HGERA is grounded on three pillars (FDRE 2020, p14):

1. **Macroeconomic reforms** - to correct foreign exchange imbalances, control inflation, safeguard financial stability, and ensure debt sustainability;
2. **Structural reforms** - to ease institutional and structural bottlenecks for business development and job creation; and
3. **Sectoral reforms** - to address market failures inhibiting export growth in key strategic sectors, particularly agriculture, manufacturing, tourism, mining, and ICT.

Ten-Year Perspective Plan (2020–2030)

This is the fifth macro-economic development plan prepared by the Federal Planning and Development Commission and adopted by the Parliament on March 23, 2021 (FDRE 2020). This Plan together with HGERA represents the government's long-term vision for development as Ethiopia moves towards middle-income status. The Plan identifies eight broad priority areas: macroeconomic reform, structural transformation, industry, infrastructure, energy, human development, urban development and housing, and population. In addition, the plan details six thematic pillars guiding investment: quality growth, productivity and competitiveness, sustainable macroeconomic growth, green growth and climate change, institutional transformation, and private sector development and engagement. In terms of sectors, the ten-year plan identifies nine sectors which include

agriculture, manufacturing, tourism, minerals, urban development, innovation and technology, infrastructure, energy, and logistics.

2.2.   Political Context

When the Ethiopian People's Revolutionary Democratic Front (EPRDF) was in power from 1991 to 2015, it consolidated itself as the country's dominant party, and the Ethiopian political regime was fairly consistent and stable, albeit with concerns over human rights issues. Ideologically, the party pursued revolutionary democracy and developmental state models, repudiating some elements of prevailing neo-liberal orthodoxy such as deliberative democracy. As a developmental state, the emphasis was on state-led macro-economic planning where the state has independent political as well as clear power to control the economy. The government assumes authority for almost everything with limited tolerance for dissent or active engagement of citizens in matters affecting their lives. As the main focus of the developmental state is on economic development, democratic rights and the active participation of citizens were marginalised.

A year after the 2015 national election, wherein the ruling party claimed a 100% win, mass protests broke out across the country exacerbated by climate crises and the failure of meaningful economic growth to reach rural communities. Protesters, who were particularly animated in the states of Oromia and Amhara, demanded social and political reforms, including an end to human rights abuses. The government was forced to declare a state of emergency to contain the uprising and made several promises to improve the governance and human rights situations.

The intensification of political unrest and the internal divisions within the ruling party forced Prime Minister Hailemariam Desalegn to resign in 2018, to be succeeded by Dr. Abiy Ahmed who made a public commitment in his inaugural speech to open up the democratic space. Accordingly, the new administration opened the political space dramatically by taking wide-ranging legal and institutional measures, including the enactment of new CSO and media laws, the amendment of the Anti-Terrorism law, the release of political prisoners, and a peace deal with Eritrea. He also took steps to strengthen democratic institutions such as the Ethiopian Human Rights Commission (EHRC),

Ethiopian Institution of the Ombudsman, National Electoral Board of Ethiopia (NEBE), the Ethiopian Broadcast Authority, etc.

Despite such improvements and hopes for a democratic system, the country is currently facing unprecedented challenges, including the incidence of communal violence. Ethiopia has been facing high levels of internal displacement since 2018 when the country recorded the third-highest number of new displacements worldwide, with 3,191,000 internally displaced persons (IDPs) identified (IOM 2021). The main causes are attributed to ethnic and border-based disputes, especially conflicts between Gedeo and Guji in SNNP region; ethnic violence in Benishangul-Gumuz region; and armed groups in East and West Wellega zones of Oromia region. Nonetheless, the most significant challenge for Ethiopia emerged in the form of the escalating conflict that started in the Tigray region and later expanded to the Amhara and Afar regions between the Government of Ethiopia (GoE) and the Tigray People's Liberation Front (TPLF).

Freedom of Association and the Right to Participation

The FDRE constitution recognises a wide range of 'participation rights' designed to enable meaningful participation in political, social, economic, and cultural life (FDRE 1995). Some of these include: ensuring direct democratic participation (Article 8); the realisation of human and democratic rights (Article 10); rights of thought, opinion, and expression (Article 29); conduct and accountability of government (Article 12); freedom of association (Article 31); women's participation rights (Article 35), the right to development (Article 43), local self-governance and participation of the people (Article. 50), and participation of the people in the planning and implementation of environmental policies and projects.

The Ethiopian government is given the responsibility to proactively engage citizens in public decision-making processes. The basis of this obligation is Article 89/6 of the constitution, which states that "Government shall at all times promote the participation of the people in the formulation of national development policies and programmes; it shall also have the duty to support the initiatives of the People in their development endeavours". Under Article 12, the constitution also states that "the conduct of affairs of government shall be transparent".

Moreover, Article 43 (2) states that "Nationals have the right to participate in national development and, in particular, to be consulted with respect to policies and projects affecting their community". Article 8 (3) of the constitution also states that the sovereignty of the people "shall be expressed through their representatives elected in accordance with this Constitution and through their direct democratic participation".

In recognising 'freedom of association', the Constitution conceptualises the right in broad terms, allowing for an association to be formed by any person for any cause or purpose. The Constitution has put no limitation on the nationality of the persons forming the association nor on the cause or purpose for which the association may be formed. The only limitation made by the constitution is that an association cannot be formed in violation of the appropriate laws, to illegally subvert the constitutional order, or to promote such activities.[6] Generally, the Constitution provides recognition of the freedom of association as a fundamental human right that should be experienced by 'everyone' (regardless of his or her nationality), and it can be established for any lawful purpose or cause.

Article 35 of the FDRE Constitution is another important provision that is exclusively reserved for the rights of women. The equal opportunities of women in the formulation of national development policies, the designing and execution of projects, particularly those projects affecting the interests of women, is affirmed in the article.

Article 29 (3) (b) of the constitution states that freedom of the press shall specifically include, among other things, "access to information of public interest". Access to information is one important condition for effective engagement, but the issue is the extent or the degree of access.

Similarly, Article 50 of the Constitution, which prescribes the structure of the organs of the state, stipulates that "Adequate power shall be granted to the lowest units of government to enable the People to participate directly in the administration of such units". Finally, the rights of participation of the people in matters affecting their interest have also been reflected under Article 92(3), which clearly states that "people have the right to full

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[6] The existence of specific provisions dealing with freedom of religion and political parties does indicate exclusion of these forms of organisation from the provision.

consultation and to the expression of views in the planning and implementation of environmental policies and projects that affect them directly". Despite these constitutional provisions, however, the government adopted restrictive laws which violated civil and political rights. In the critical challenges section, we outlined findings that demonstrate that constitutional norms regarding participation have still largely not been implemented.

Decentralisation is fundamental for the empowerment of citizens and enhancing the responsiveness and accountability of the state in the delivery of basic services and the strengthening of democratic governance. One of the political objectives of the FDRE Constitution is to promote and support the People's self-rule at all levels (Article 88/1). In addition, the constitution requires the state to grant adequate power "to the lowest units of government to enable the People to participate directly in the administration of such units" (Art. 50/4).

Although there have been commendable efforts by the government to decentralise the provision of services, there are concerns remaining on the issue of devolution of power, which is very critical for local self-governance. In addition, major decisions are still made at the *Wereda* level, the second-highest level, rather than at the *Kebele* level, the lowest administrative unit, even though the public has more interaction with their Kebeles than any other government entities.

Democratic Institutions Supporting the Works of CSOs
Political parties

The emergence of political parties in Ethiopia is a recent development (Petros 1991, 141). Ethiopia had been under the rule of absolute monarchies for most of its history and hence had no culture of party politics. The two pioneer political parties, the All Ethiopian Socialist Movement (Meison) and the Ethiopian People's Revolutionary Party (EPRP), were the result of the Ethiopian Student Movement (ESM), which was very active in the

1960s challenging the imperial regime (Gudina 2007).[7] In addition, there were liberation movements (such as the Eritrean People's Liberation Front, Tigray People's Liberation Front, and Oromo Liberation Front) operating in some parts of the country in various forms, including armed struggle.

The coming of the military force into power following the 1974 revolution had the debilitating effect of further polarising the country's body politic (Gudina 2007). Lack of internal democracy in the parties and intolerance of each other resulted in their fragmentation and polarisation. Taking socialism as its leading ideology and recognising only one vanguard political party (the 'Workers' Party of Ethiopia[8]), the *Dergue* regime officially banned all political parties, and hence, until 1991, there was no opposition political party operating officially in the country.

When the EPRDF came to power in 1991, the door for a multi-party political system was opened, albeit with severe practical challenges. This period led to the emergence and proliferation of ethnic-based political parties as the dominant form (Gelaneh 2020). As Merara rightly stated, 'the EPRDF leaders appear to have never envisioned a role for opposition 'parties' (Gudina 2007). In its policy documents, EPRDF described opposition political parties and other democratic institutions such as the CSOs, and the media, as rent-seekers contributing nothing to the overall development of the country.

To this day, political parties lack institutionalization, lack strong constituencies, lack a culture of compromise, and are highly reliant on personality and influenced by ethnic politics. According to data from the NEBE, until March 2019, there were close to 130 political parties registered or awaiting registration. However, this number is expected to fall significantly following the requirements set by the new electoral law (FDRE 2019).

A pluralist political system, founded on solid policy frameworks and a set of competent institutions with integrity and capacity to enable the participation of the broader population,

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[7] Meison was established in 1968 and EPRP was established four years later in 1972
[8] Legally established in 1989

has yet to be fully developed in Ethiopia. This is the most significant factor which structurally limits the significance and potential of participation processes.

The Media

Media institutions are imperative for deepening democratic and responsible governance. The absence of such institutions, or their weakness, results in unaccountable, irresponsible, and corrupt governance (Dodolla 2016). In a democratic society, the media can play an important role in holding the government accountable for its decisions and hence serves as a 'watchdog', exposing the transgressions of public officials and other power holders within the democratic system (Waisbord 2000). Considering their key role in strengthening the democratisation process of the country, the government accorded special status to government media institutions regarding their autonomy. Accordingly, the following government media institutions, which used to be under the executive branch, were made accountable to the House of Peoples' Representatives: the Ethiopian Broadcasting Authority, the Ethiopian Broadcasting Corporation, the Ethiopian Press Agency, and the Ethiopian News Services (FDRE 2018).

In July 2008, the House of Peoples' Representatives adopted the Mass Media and Freedom of Information Proclamation No. 590/2008 which is now repealed and replaced by a new media law. This law and its implementation had been subject to various criticisms, and hence the new administration determined to change it as part of widening the democratic space. Accordingly, a new Mass Media Proclamation No. 1238/2021 was adopted by the Parliament in February 2021 (FDRE 2021). This involves several notable changes in terms of its objective and purpose as well as structure and content.

In terms of structure, the draft has excluded access to information and merged the broadcasting proclamation with the mass media proclamation. It provides a mechanism for the media to regulate itself and opens the media sector for foreign investment by allowing foreigners to participate. To ensure the independence of the media, the Mass Media Authority is made accountable to the House of Peoples' Representatives. In addition, the government adopted a liberal Media Policy which has been praised by actors in the sector.

The Ethiopian media landscape has shown improvement according to the 2020 assessment of the World Press Freedom Index, which has removed the country from the red zone[9] and ranked Ethiopia 99 out of 180 countries, from 110 in 2019 (RSF 2020); but dropped to 101 losing two places in 2021 (RSF 2021). However, there are remaining concerns that have overshadowed such improvements, including the adoption of the Hate Speech Proclamation in early 2020 (FDRE 2020). This proclamation has been criticised for imposing heavy fines and prison sentences, and for its vague wording, which may allow a great deal of leeway for interpretation. A concern about a return to the past has been boosted by the arrest of journalists, government-imposed internet blackouts, and cases of intimidation.

Ethiopian media, both government and private, is surrounded by challenges that can be broadly classified as internal and external and they include lack of professionalism, lack of independence (political interference), lack of an enabling environment (including the absence of an adequate legal framework), the failure of the sector to ensure self-regulation through the Media Council (despite recent attempts to strengthen the Council), and ethnic and political polarisation, etc. Due to these limitations, the role of the media in strengthening democratic governance and ensuring civic engagement is found to be very poor.

Ethiopian Human Rights Commission (EHRC)

The House of Peoples' Representatives is mandated by Article 55(14) of the FDRE Constitution to establish the EHRC, and hence the House promulgated proclamation No 210/2000 as amended by Proclamation No. 1224/2020 to establish and determine the power and responsibilities of the Commission (FDRE 2020). The overall objective of the Commission is "to educate the public to be aware of human rights, see to it that human rights are protected, respected and fully enforced as well as to have the necessary measures

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[9] According to the assessment grade yellow represents fairly good, orange represents problematic, red represents bad and black represents very bad

taken where they are found to have been violated"[10]. The Commission is an autonomous organ accountable to the House of Peoples' Representatives.

The work of human rights institutions is closely interlinked with governance initiatives. The promotion and protection of fundamental rights such as freedom of expression, association, and assembly, as well as the right to participate in government affairs, are key in democratic governance and strengthening civic engagement. A strong partnership between CSOs and the Commission is critical in the effective promotion and protection of human rights. The Commission is making positive strides in its relationship with CSOs and building its own institutional capacity. It has initiated and established a CSOs Coordination Platform where the two bodies agreed to work together in the promotion and protection of human rights. The Ethiopian Human Rights Council (EHRCO) is also becoming more active and vocal pertaining to human rights protection issues which are evidenced by its continuous press releases and statements.

Institution of the Ombudsman

Article 55(15) of the FDRE Constitution calls for the establishment of the Institution of the Ombudsman by the House of Peoples' Representatives. Accordingly, the House established the Institution of the Ombudsman in 2000 by Proclamation No. 211/2000 which was amended by Proclamation No. 1142/2019 (FDRE 2019). The Institution has the objective of "bringing about good governance that is of high quality, efficient and transparent based on the rule of law, by way of ensuring that people's rights and benefits, provided for by a law are respected by organs of the executive". This law stresses the need for an 'independent and free Institution of the Ombudsman with high institutional and functional autonomy' to ensure good governance in the country. Accordingly, the Institution is accountable to the House of Peoples' representatives.[11]

National Electoral Board of Ethiopia (NEBE)

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[10] See Article 5 of Proclamation No. 210/2000
[11] See Article 8 of Proclamation No. 1142/2019

NEBE was re-established by Proclamation No. 1133/2019 which recognises the need to organise the Board "in a manner that is independent of the influence of any other body and which enables it to conduct fair, trust-worthy and peaceful election" (FDRE 2019). Accordingly, the Board is trusted with the mandate to oversee political campaigns, voter education, and party registration; to implement election codes of conduct; to regulate election observation; to make recommendations on electoral redistricting and polling stations; to count and declare results; and to prepare a comprehensive report of elections, etc. NEBE is expected to discharge all these duties in an impartial and non-partisan manner. Given the importance of its credibility, NEBE needs to have the capacity to do its business effectively, efficiently, and independently. The new law also accorded important functions to CSOs, including taking part in the nomination of board members, voters' and civic education, and election observation.

The Federal Parliament (the House of Peoples' Representatives)

Public engagement plays an important part in the interface between parliament and citizens. The facilitation of public participation and involvement in the legislative and oversight processes is central to the mandate of parliament. Accordingly, the Rules of Procedure of the Federal Parliament contain specific provisions for consultation and public participation[12]. Therefore, CSOs can make use of such provisions and contribute to the legislative and oversight processes of the parliament. Although ACSO is directly accountable to the AGO, the House can still play an oversight role in ACSO's functioning.

Ministry of Finance (MoF)

Though not classified as a democratic institution, the MoF has a role to play in areas that are pertinent to the works of CSOs. Article 16 of Proclamation No. 1097/2018, which defines the power and duties of the Executive Organs, provides that the MoF is in charge of formulating fiscal policies, mobilising foreign development assistance and loans, preparing the Federal Government fiscal budget, and evaluating the utilisation of the budget (FDRE 2018).

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[12] See Aricle 100 and following of the Rules of Procedure of the House of Peoples' Representatives.

These planning and oversight mandates presuppose the existence of strong public participation and strong civic engagement. Accordingly, the Ministry is expected to ensure public participation in the budgeting cycle which includes budget formulation, implementation, and monitoring of budget execution. In this regard, there are some good initiatives that need to be further strengthened. For example, the Ethiopian Social Accountability Programme (ESAP), which has been in place since 2008 and is now in its third phase, has played an important role in laying the foundation for civic engagement in areas of basic services such as health, education, water and sanitation, agriculture and rural roads covering 317 *weredas* (roughly on third of all weredas in Ethiopia).

The Gender Responsive Budgeting (GRB) approach which was initiated in 2008 by the Ministry with the objective to integrate gender in all budgeting cycles can serve as one area of collaboration between CSOs and the government. The government accorded legal recognition for GRB through Proclamation number 970/2016 which stipulates that "Gender issues shall be taken into consideration during public budget preparation" (FDRE 2016).

Agency for Civil Society Organisations (ACSO)

Established by Proclamation No. 1113/2019, the Agency, which is now classed as an Authority, is mandated among others to create a conducive environment for the full exercise of freedom of association, ensure that the work of CSOs is benefiting the public, foster volunteerism in society, and put in place mechanisms that strengthen the relations between CSOs and the government (FDRE 2019). CSOs are one of the key actors in civic engagement initiatives. Legitimate and credible CSOs can mobilise citizens and voice the concern of citizens and serve as a power broker between citizens and the government. Therefore, the Authority plays an important dual role in creating an enabling environment for the works of CSOs and, at the same time, ensuring their accountability.

The relationship between ACSO and CSOs has shown improvement with the efforts of the new administration and the changes in the legal framework. The Authority is collaborating with CSOs in various capacity-building initiatives and facilitating the involvement of CSOs in the major affairs of the country. In addition, ACSO is working with EU-CSFIII

and CSSP2 in the areas of capacity building to its staff and the institution. With the support of CSSP2, ACSO initiated the establishment of a Federal-Regional Stakeholders' Forum bringing together regional authorities mandated to supervise the registration and operation of CSOs as well as representatives of CSOs. This Forum is expected to play a critical role in facilitating the works of CSOs by ensuring uniform application of the law.

Administrative Procedure Proclamation

The Ethiopian government adopted the Administrative Procedure Proclamation (APP) in April 2020 which is taken as another milestone in the effort to create an accountable governance system (FDRE 2020). The Proclamation aims at governing the working procedures of government institutions, protecting the rights and interests of the people from undue interference by government agencies, and promoting a culture of transparency and accountability through a system of judicial review. The enactment of the APP is widely viewed as a positive step in increasing confidence in the public sector and addressing the need for governmental institutions to adhere to the rule of law. The enactment of this law is an impetus for CSOs to engage in public interest litigation in matters affecting the interests of the people.

2.3. Governance Context

Fragile State Index

The political turmoil and instability that erupted in 2015 worsened steadily until it reached a climax in 2018. However, the dramatic political transformation that began in that same year ushered in significant improvements in 2018 and 2019 (FFP 2019). However, this situation did not last long as the country once again was categorised under the list of "ten countries to watch for in the Fragile States Index 2020" (FFP 2019). In 2021, Ethiopia was identified as "The third most worsened country" mainly due to the conflict between the Federal government and leadership in the Tigray region (FFP 2021, 10).

Table 3: Fragile State Index Scores for Ethiopia, 2016 to 2021

DATE	VALUE
2021	99.00
2020	94.60

DATE	VALUE
2019	94.20
2018	99.57
2017	101.10
2016	97.20

Source: Fund for Peace 2020 & 2021

Governance: Ibrahim Index of African Governance (IIAG)

The Mo Ibrahim Foundation's (MIF) Ibrahim Index of African Governance (IIAG) measures governance (i.e. not democracy) in Africa across four pillars: safety and rule of law, participation and human rights, sustainable economic opportunity, and human development. Ethiopia ranked 41st out of 54 African countries in 2016 (MIF 2016). Ethiopia improved its level and ranked 31st out of 54 African countries in 2019 and 2020 (MIF 2019) (MIF 2020). According to this Index, Ethiopia was among the eight countries that managed to improve in all four categories over the decade, and the only country to have improved in all 16 sub-categories. However, under the 'Participation, Rights and Inclusion' pillar, it was among the weakest countries, although it had improved significantly since 2006.

Political Rights and Civil Liberties: The Freedom House International Index

The Freedom House International Index, which classifies countries according to their space for political rights and civil liberties, categorised Ethiopia as **Not Free** for four consecutive years from 2016 to 2020. The Index considers the electoral process, political pluralism, participation, the functioning of government regarding political rights and freedom of expression and belief, associational and organisational rights, rule of law, and personal autonomy and individual rights under civil liberties (Freedom House 2020).

There were certain improvements up until 2018, but with a slight decline in 2020, and this improvement was mainly due to the measures taken by Abiy's administration to open up the democratic space. The table below shows a summary of scores since 2016.

Year	2016	2017	2018	2019	2020
Free					
Not Free	12/100	12/100	19/100	24/100	22/100

Source: Freedom House (2021)

Corruption Perceptions Index

Transparency International (TI) issues a Corruption Perceptions Index that ranks countries and territories based on how corrupt their public sector is perceived to be on a scale of 0 (highly corrupt) to 100 (very clean). In 2020 Ethiopia improved by two ranks on the global corruption perception index scoring 38 out of 100 (TI 2020). It did slightly better on transparency than the average for low-income African countries, although it is still below the average for lower-middle-income countries in Africa. Its comparative rank in 2019 was 96 out of 180 countries, an improvement from its rank of 114 out of 180 countries in 2018.

Table 5: Ethiopia's Corruption Perception Index from 2016 to 2020

Year	2016	2017	2018	2019	2020
Score	34	35	34	37	38
Rank	108	107	114	96	94

Source: Trading Economics; Ethiopia Corruption Perception Index and Corruption Rank

Press Freedom Index

This index, which is prepared by Reporters Without Borders (RSF), measures the level of freedom available to journalists. Since 2019 Ethiopia has been improving its scores and ranks mainly due to the liberalisation of the media and measures taken to improve the legal environment. However, Ethiopia's press freedom index scored 32.8 in 2020, down from 35 the previous year and slightly higher at 33.6 in 2021 (RSF 2021). The index uses

different dimensions of the media, including pluralism, independence of the media, quality of legislative framework and safety of journalists. However, there are emerging concerns following the recent arrests and killings of journalists in Ethiopia. The EU is among those who expressed their concern regarding "the shrinking space for freedom of the media and harassment, arrests as well as restrictions imposed on Ethiopian and international journalists in Ethiopia" (Herszenhorn 2021).

Table 6: Press Freedom Index scores from 2016 to 2021

Year	2016	2017	2018	2019	2020	2021
Score	45	50	50	35	32.8	33.6
Rank out of 180	142	150	150	110	99	101

Source: World Press Freedom Index 2016 to 2021

Civil Society Organisations Sustainability Index

Since 2009 USAID has been conducting the Civil Society Organisation Sustainability Index on a yearly basis. The index measures seven key dimensions: the legal environment, organisational capacity, financial viability, advocacy, service provision, infrastructure, and public image. Thus, it is a good source of information for CSOs, governments, donors, academics, and others who want to better understand and monitor key aspects of CSOs (USAID 2020). The score ranges from 1 (Sustainability Enhanced) to 7 (Sustainability Impeded). As table 5 shows the score has improved since 2019 following the adoption of the new CSOs' proclamation.

Table 7: Ethiopia CSO Sustainability Index results from 2016 to 2020

Year	2016	2017	2018	2019	2020
Score	5.7	5.7	5.5	5.3	5.2

Source: [The 2016 CSO Sustainability Index for Sub-Saharan Africa (usaid.gov)](usaid.gov)

Gender Equality

Sources indicate that Ethiopia has achieved considerable progress in bridging gender gaps and implementing initiatives that support the empowerment of women. "There has been notable achievement of gender parity in girls' enrolment at primary education, improved maternal health, high political representation of women at national and federal levels, and reduction in the incidences of harmful traditional practices, particularly Female Genital Mutilation/Cutting (FGM/C) and child marriages" (UNDP 2018).

However, there are still huge gaps to address. According to UNDP, Ethiopia is among the countries with a low Gender Development Index (ratio of female to male HDI values), scoring 0.846. The same report indicates that Ethiopia's Gender Inequality Index (GII) score of 0.502 is one of the lowest in the world, ranking 121st out of 160 countries. The Global Gender Gap index of Ethiopia increased from 0.59 in 2006 to 0.69 in 2020, growing at an average annual rate of 1.11%.

YEAR	VALUE
2020	0.69
2019	0.71
2018	0.66
2017	0.66
2016	0.66

Source: Ethiopia Global gender gap index, 2006-2020 - knoema.com

3. TYPES AND NUMBER OF CSOS

3.1. Findings on General Types/Clusters and Number of CSOs

This study adopted the classification of CSOs used during the 2014 Mapping Update study to identify and quantify the current make-up of CSOs in Ethiopia. Accordingly, it focused on the following major clusters:

✓ Client-based CSOs – the local and foreign or international charitable organisations registered at federal level and the local CSOs registered in the regions.

✓ Associations or societies – primarily focusing on promoting the interests of members

✓ Consortiums – joint structures established by CSOs

✓ Mass-based and development associations registered at federal and regional levels

✓ Interest-based and rights advocacy organisations – largely established to promote and protect of rights of members who are largely from the vulnerable segments of society

✓ CBOs and other informal social groupings.

The study found that the client-based CSOs are the most organised and dominant in terms of number in the CSOs landscape. Owing to this and other factors, the cluster comprising CBOs and other informal groups has shrunk, most likely transformed into the formal sphere. Moreover, the numeric presentation of CSOs in each cluster was found to be

difficult as the available documentation is limited. Accordingly, the general picture on the number of registered CSOs at the federal level by ACSO[13] is presented below in Table 9. The breakdown of the total number into three broad categories and the time of formation (whether before or after the most recent law) enables one to make two remarks:

✓ Despite the inflated figures of registered CSOs under the CSP (which used to be 3,077 as reported by the NSAs Update Mapping of 2014) the organisations that survived under the formal law and were re-registered by ACSO to continue operations are only 1,813. Hence one may surmise that 1,264 of the 3,077 CSOs identified in the 2014 study have ceased operation. The most probable major cause for such decline in the number of formal CSOs could be related to the challenges caused by the former CSO law that limited areas of participation and accessibility to donor resources for programmes.

✓ About 45 percent of the currently registered CSOs are those founded since the enactment of the new CSO law in 2019. This can be considered a positive effect of the new law in motivating citizens and others to organise and promote their interests.

Table 9. Total Numbers of CSOs registered by ACSO up to June 2021

Type	Re-registered	Newly established since 2019	Total
Local CSOs (charitable organisations, Societies, interest and mass-based Associations)	1448	1291	2740
Consortiums of CSOs	38	12	50
ICSOs	327	135	462
Total	1813	1438	3252

Figure 1, below, presents the comparative picture of numbers of registered CSOs in the 2008 and 2014 NSA mapping studies to that of the present (2021) findings. As can be seen, there has been a continuous decline in numbers of registered CSOs from 2008 to 2019 as

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[13] Data accessed on June 3, 2021

a number of organisations terminated operations. This is explained by the harsh provisions of the former CSO law that disallowed accessing donor resources and rights-based work by most of them. The decline in numbers is reversed following start of implementation of the new CSO law in 2019.

Figure 1: Trends in federally registered CSOs 2008, 2014 and June 2021
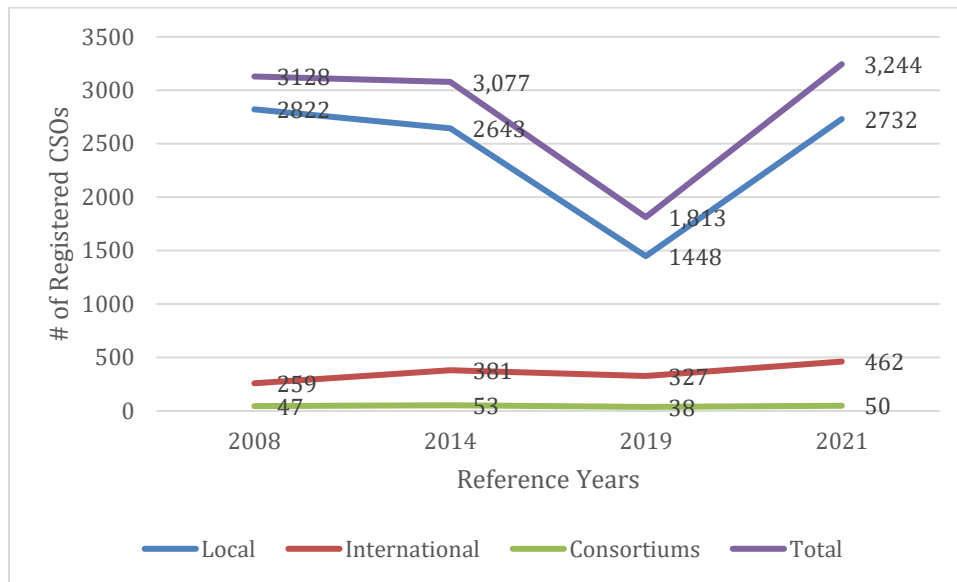
3.2.   Observations and remarks on major Clusters of CSOs identified

National Charitable CSOs

The categorization of organisations in the ACSO registry of pre-existing organisations does not enable clear clustering of CSOs into 'charitable organisations' and 'professional societies'. Even the registry of newly formed CSOs appears to designate some 'societies' as 'charitable organisations' and vice versa. The distinction between the two is also unclear in operational terms. For example, the Ethiopian Lawyers Association and the other region-based Associations of Lawyers such as *Mizan* Young Lawyers Association in SNNPR could be categorised as 'Societies' but they have third-party clients to whom they provide services. Hence, it is found practical to subdivide the local charitable CSOs according to their focus areas and affiliations. With this understanding, the local Charitable CSOs (excluding the mass-based and locality development Associations and the interest-based CSOs) are broadly clustered into three categories as presented below.

The Service-Delivery-Focused National CSOs

These are largely the former 'resident charities' that continued with the provision of basic services to vulnerable segments of society. They may have operational interests to participate in some governance-related endeavours, but service delivery remains their main preoccupation. Their core areas of participation include child development, largely sponsorship for education, family health, and livelihood support and assistance to those in need and vulnerable groups.

The Local Faith-Based Development Organisations

Faith-Based Development Organisations (FBDOs) are CSOs that include a reference to a particular faith grouping in their naming and mission statements, and those having general assemblies and boards whose memberships are determined by religious groupings. These organisations can be local or international. They are very important subsets of the service delivery-focused local CSOs both in number and scale of participation.

Nearly all major faith groupings have wings registered as CSOs providing social and development services. The social and development commissions of the Ethiopian Catholic Church (ECC), the Ethiopian Orthodox Church (EOC), the Ethiopian Evangelical Church Mekane Yesus (EECMY), and other members of the Evangelical Churches in Ethiopia (Kale Heywot, Mulu-Wongel Believers, Meserete Kiristos, Guenet Church, Lutheran, and Baptist Churches) can be found in many urban areas implementing child development and health service activities. From the ACSO registry and the CSOs project profiles of regions, the mapping team has identified over 120 faith-based development organisations operating in the country.

The comparative number of operational FBDOs between the 2014 study and the present are provided in Figure 2 below. As can be seen from the figure, the number of project holder FBDOs in all regions, except Afar and Somali, have shown increases by marked amounts since 2014. In 2014, compared to the 2008 study, the number of FBDOs decreased in all but three regions (Somali, Harari, and Dire Dawa). As shown below in Figure 2, the number of FBDOs has tripled in Tigray, doubled in Amhara, Oromia, SNNP, Gambela, and BGR compared to 2014. The study notes that there has been a marked expansion of

child sponsorship projects of Evangelical Church-affiliated development organisations in all regions, hence contributing significantly to the increase in the projects of FBDOs.

Figure 2: Trends in Operational FBDOs 2014, 2021
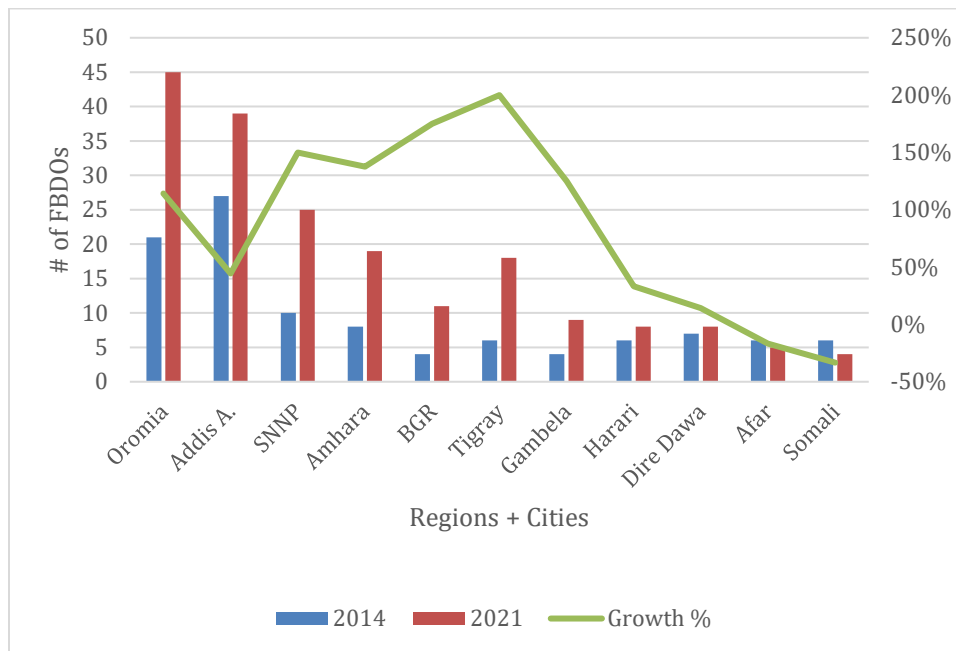
Rights-Based and Governance Focused National CSOs

These comprise the few 'Ethiopian Societies' that survived under the former CSO law, the few 'resident Charities' that innovatively managed to promote rights and governance actions, and the large number of newly formed CSOs since 2019. The Ethiopian Women Lawyers Association (EWLA), the EHRCO, and the Vision Ethiopian Congress for Democracy (VECOD) are examples of the first sub-category while Centre of Concern (COC) and Jerusalem Children and Community Development Organisation (JeCCDO) are examples of the second sub-category. On the third sub-category, from the ACSO registry, the study identified about 60 newly formed national CSOs whose names indicate a potential governance and rights focus.

East Africa Initiative for Change
Nolawi Ethiopian Organisation for Peace and Democracy
One Africa pen warriors for Africa development organization
Good Governance Africa-Eastern Africa
Ethiopia Centre for Strategic Studies
Advocacy Centre for Democratic culture
Digital Citizen Ethiopia
Lemin Ethiopia
Peace Building and Social Development
Advocacy for Development
Centre for the Advancement of Human Rights and Democracy in Ethiopia
Ethiopian Sustainable Development Working Group
Budget Administration Advocacy Centre
Centre for the Advancement of Rights and Democracy

Remarks

- Despite the improved legal framework, the rights-based CSOs remain underfunded and understaffed thereby unable to scale up their operations. For instance, the EHRCO and EWLA branch offices in Dire Dawa and Hawassa are run by less than three staff members. Perhaps some tailored capacity strengthening support is needed for such organisations with respect to resource mobilisation and effective utilisation of available resources.

- Some of the rights-based organisations still undertake the basic service-focused activities in parallel as a form of risk minimisation strategy. For instance, COC in Hawassa implemented social accountability and peace-building projects side by side with its long-established children's care centre.

- As it appears, some of the local CSOs have been forced to scale down operations from areas where they used to operate for a long time. Cases in point

include Hope for Children, which vacated Harari after introducing a Social Accountability approach, and *Pro Pride* that stopped operation in Dire Dawa where it has positive rapport for promoting gender equality. The same is true with JeCCDO and Forum on Street Children Ethiopia (FSCE) who terminated their operations in Dire Dawa.

• Considering the relatively ample and reliable resources one could access from participation in emergency activities (for IDPs and refugee support), national CSOs appear motivated to participate in these areas. However, this comes at a cost for undertaking innovative actions for sustainable development.

• Unfortunately, the fieldwork did not manage to contact any of the newly formed governance and rights-based CSOs. This might be indicative of low levels of operationalization and visibility among these organizations. It appears many remain at formative and preparatory stages accomplishing start-up actions in the centre, i.e. Addis Ababa and regional capitals where they have their head offices, without project agreements.

Associations

These are CSOs having structures of general assembly of members as the highest decision-making body. In other words, these are 'societies' with members who support and oversee their operation. The ACSO registry for new CSOs lists over 390 such organizations, though some are better clustered under the charitable organisations category. A quick analysis of the list shows that the following, as presented in Table 11, are the more prominent members of the Associations groups:

Table 11: Profiles and Examples of Societies Registered since 2019 by ACSO

Subcategories of Associations	Examples noted	Examples
Alumina Association	10	Ethio–Finland Alumni, Former Minilik High school Students, Former SOS Children's Village Students, Univ of South Africa Alumina
Business linked Associations	41	Insurance Brokers Asso, Driving Trainers Association, AA Bakery Owners Associations
Charitable societies	23	Ethiopian Red Crescent Association, Rotary Ethiopia, *Enderase Migbare Senay*, *Lukman Defo* Children and Youth Development Association
Culture, Art, and Sports	15	Geda Generation Association, Eth. Football Intermediary Asso, *Zetseat* Art, and Literature Asso., Ethiopian Geez Association
Governance and rights Associations	16	*Gidabo* Policy Advocacy Centre, Advocacy for Justice and Peace Association, National Reconciliation for Unity and Peace, *Mizan* Association for Peace and Development, Association of Human Rights Defenders
Intellectual Associations	9	Hadiya Intellectual Association, Kaffa Intellectual Association, Agew Intellectual Association
Professional Associations	36	Addis Ababa Health Professionals, Ethiopian Physiology Prof Association, construction Law professional
Self Help Associations/groupings	28	Riche and Environs Friends Association, Project 75 residents Association, National Association of former staff members of Telecommunications

Remarks

1. It is encouraging to note that there are more governance and human rights-focused associations now compared to those under the previous legislation. Together with the charitable organisations having governance and human rights-related objectives, these are expected to be more visible in the years to come.

2. The presence of a growing number of business-linked associations will obviously facilitate dialogue with the government on regulatory issues. Other CSOs may also use these as entry points for advocacy and joint actions.

CSO Consortiums

These are higher-level organisations established and owned (in principle) by CSOs to facilitate the exchange of experience/information and jointly promote relevant policy issues. Before the enactment of the new CSO law in 2019, the key roles of CSO consortiums used to be capacity building for members and lobbying for change in the legal framework for the operation of CSOs. As shown above in Table 9 the total number of formal CSO consortiums registered at the national-level stands at 50. While more detailed reflection is provided under section 2.7 the following are general highlights on the number and distribution of CSO consortiums:

- On top of the 50, more unifying structures of CSOs exist in regions. For example Network of Civil Society Organisations in Oromia (NeCSOO), SNNPR Civic Societies Union, Union of PWDs in SNNPR. and the likes.
- There are ongoing processes towards establishing inclusive regional consortiums in all regions except Harari Region.
- There is a need to support the networks to ensure that their accountability and services are targeted to their members rather than to other third-parties including donors.
- The establishment of the Ethiopian Civil Society Organisations' Council is a move in the right direction. But, much more work is needed in refining the participation of consortiums (both Federal and Regional ones).

International CSOs

The number of international CSOs operating in Ethiopia has increased by 21% compared to the 2014 mapping (from 381 to 462). This is partly due to the emergence of more democracy and governance-focused ICSOs following the enactment of the new law. A quick tallying of organisations from the ACSO registry shows that some 17 governance and democracy-focused ICSOs have been registered for operation in Ethiopia. Table 12 below presents examples of such organisations.

European Centre for Electoral Support
American Bar Association
Kronard Adenaover Stiftung
Netherlands Institute of Multiparty Democracy (N.M.D)
International Foundation for Electoral system
National Democratic Institute for International Affairs
International Republican Institute
African peace Mediation & Reconciliation Institute
Interpeace

Among the above, some informants from CSOs acknowledged participation in training and workshop sessions organised in relation to elections by some of the governance-focused new CSOs. Otherwise, most of the new ICSOs have neither project agreements nor operational presence in the regions.

It is interesting to note that some of the newly registered international CSOs are from countries, that did not previously have such organisations in Ethiopia, including Turkey (Turkish Maarif Foundation), Poland (Polish Centre for International Aid), and the Peoples Democratic Republic of China. CSOs that are identified from China are the China Foundation for Poverty Alleviation, *ILANGA*, and *Ramunion* International.

While the country has banned foreign adoption agencies, from the list of ACSO and regional governments (see Table 13) it is recognised that some of the adoption agencies have transformed themselves to implementing projects for child development (through sponsorship and provision of shelters). This could be an encouraging development.

World Wide Orphans Foundation
CIFA Onlus-Centro Internazionale per L'Infanzia Ela Famiglia
Italian Association for Aid to Children
Joy Full Life
Out of the Ashes Inc
HUMEDICA E.V
Mani Per L'Infazia
Good Neighbours Ethiopia
Life in Abundance

In line with the 2014 NSAs study, attempts were made to provide a comparative picture of the number of operational ICSOs. The findings below, in Figure 3, present a mixed picture and show that the number of operational ICSOs increased in Gambella, BGR, Afar, Tigray, and SNNP regions. The move away from the centre into distant and remote locations could be seen positively in light of the observation of the previous study that commented on their geographic participation. The donor programmes that have relatively better resources for emergency and rehabilitation of vulnerable groups, including the IDPs and refugees, could have contributed to the increase in ICSOs in these distant and remote regions.

Figure 3: Operational ICSOs in Regions, 2014, 2021
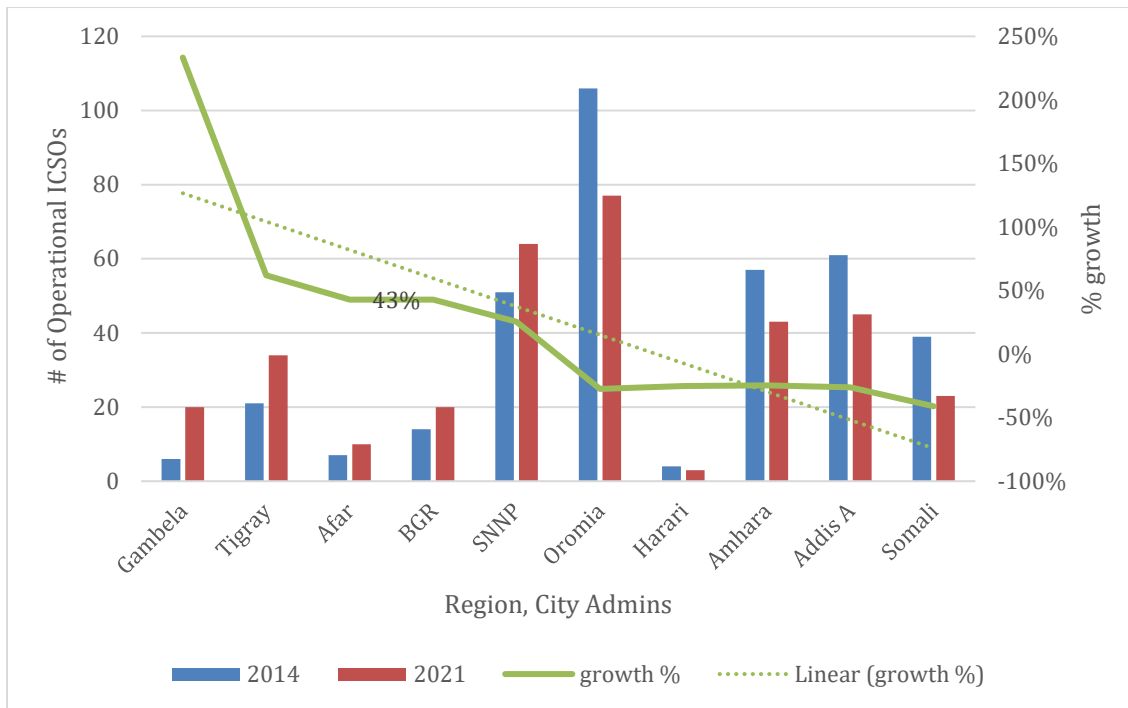
Remarks

1) The diversity in the types of international CSOs is vast; some are general purpose while others are specialised or more focused; many are in basic service delivery while others are in governance.

2) Some of the recent international CSOs have been established by the Ethiopian Diaspora in North America and Europe. A Specific example is the *Target Humanitarian Assistance Canada Association* operating in Harari and parts of Oromia with financial support from the Ethiopian Diaspora.

3) Some of the ICSOs that commenced operation under the new CSO law have collaborated with regional CSOs in providing short-term training. Examples include the International Foundation for Electoral System and the National Democratic Institute for International Affairs. Others have partnered with national CSOs.

4) ICSOs are largely operating in rural and remote locations within the country. Except Addis Ababa and Hawassa (where there are 45 and 11 operational ICSOs respectively) there are not many ICSOs that can be found in towns. In Dire Dawa, there are only six, and in Harari only seven. Dire Dawa BOFED staff complained that the ICSOs count the city as a 'stop-over' point rather than undertaking significant local actions. Considering the core focuses of most ICSOs, which is addressing food insecurity, emergency, and rural development, such distribution could be positively accepted.

5) The growth in the number of ICSOs complemented by the continued trend of self-implementation tends to positively affect the participation of more local CSOs in addressing development challenges.

6) The tally from the ACSO list of ICSOs shows that about 15% of them are affiliated with Christian faith groups, and hence are Faith-Based Development Organisations. Examples include the Catholic Agency for Overseas Development (CAFOD), Inter-Church Coordination Committee for Development Aid (ICCO), Christian Aid, Catholic relief Services (CRS), International Revival Ministry, Compassion International, Tear Fund, World Vision, and Interaction Christian Outreach Service. Since such groups are typically engaged in responding to emergency needs, their presence is not unanticipated.

3.3. CSOs Registered at Regional and Sub-regional Levels

All regions and Dire Dawa City Administration provide registration services for groups interested in establishing a CSO for operation within their respective jurisdictions. The mandate for registering such CSOs is attached to the regional AGO in all regions except Gambella and Dire Dawa. In Gambella, a regional agency for CSOs registration and regulation is already in place. In Dire Dawa City Administration, the Finance Bureau registers and licenses local CSOs with a mandate delegated from the former Charities and Societies Agency (CSA) and tolerated by the current ACSO.

The study found that, with the above arrangement, a total of 837 CSOs have received operational recognition or certificates in the last five years. The regions that registered the

largest number of these are Oromia (182), Amhara (162), and Harari (146) while Afar registered only 10.

In addition to the regional level registration, Oromia, Amhara and SNNPR have authorized the zonal level AGOs to register and regulate new CSOs within their local jurisdictions. The mapping team could not succeed in getting the consolidated number of CSOs registered at zonal levels in these regions. From a visit to Gamo Zone, it was learnt that they have licensed 25 CSOs during the last two years.

Remarks

1. The decentralised arrangement has further facilitated citizens, particularly the weak and vulnerable groups, to organise and promote their interests and associated objectives.

2. In the absence of new directives and guidelines, both the regional and sub-regional level AGOs lack clarity on how to regulate and facilitate the operations of such CSOs.

3. Where the CSO registration is done under the AGOs, the mapping team noted the inadequacy of the arrangement in terms of assigning multiple mandates (together with document authentication and lawyers' registration), inadequate number of staff, and lack of support in terms of office technology.

4. While most of the CSOs that are registered at regional and sub-regional levels are inactive, those that are operational are compelled to register at the federal level for various reasons. For example, CSRCA in Hawassa reported that their plan of importing project inputs duty-free from abroad was thwarted as the Ethiopian Revenue and Customs Authority (ERCA) declined the request on the grounds that they are not registered by ACSO. The efficiency of the AGOs in responding to the queries of the local CSOs is another factor. The leader of Association of Women Living with HIV in Arbaminch commented: 'What takes you 4 to 5 days here, I can get it sorted out in two days by going to the ACSO in Addis Ababa".

Mass-based and Development Associations

While there is no specific definition of mass-based development associations in the Proclamation, this cluster is maintained in the current exercise from the perspective of constituency and operational scope. The grouping includes associations and federations of youth and women and the regional and locality development associations organized along ethnic or administrative lines. In the past, these CSOs were largely affiliated with the ruling party and hence the government.

The findings of the current study, regarding mass-based development associations, are summarized as below:

a. While the regional and local development associations identified in the previous study continue to operate (about 55 in number), it appears that a greater number of locality development associations (either by ethnic grouping, by woreda or specific locality) have been formed since the previous study. There are about 70 locality development associations mong the newly registered CSOs.

b. In Dire Dawa, there is a new development association (named **Dire Dawa Development Association**) established with the support of the City Administration. By doing so the initiators have invalidated the statement, in the previous mapping, that noted that Dire Dawa cannot have a development association. The *Harar Abadir* Development Association enjoys the support of the regional government but remains less active by implementing limited educational service activities. There are still no regional development associations in Gambella, Somali and Afar regions.

c. In SNNPR, two divergent trends in the growth of locality/ethnic-based development associations are noted. On the one hand, many more such organizations have been forming and joining the field of operation. Data obtained from the Bureau of Finance of SNNPR includes 17 such associations with project implementation agreements. From the ACSO registry, one could find more such associations (for example, *South-West Development Association,*[14] Gumayde and Kamba Development Associations). On the other hand, the uniting structure of the regional development associations,

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[14] Looks this is established with the anticipation of a new region out of SNNPR

named *Southern Ethiopia Peoples Development Association* (having 24 members) was found to be on the verge of closure due to lack of resources (absence of political and financial support from the regional politicians and from that of individual members). Hence, the dominant trend in the operations of the development associations is further fragmentation along ethnic/locality lines than consolidation.

d. The development associations of Oromia, Amhara, and Tigray remained operational, being engaged in infrastructure development, and providing services without showing trends of growth or decline. In BGR, the network embracing the four[15] development associations and other CSOs continues to provide a linkage for capacity building and the implementation of projects.

e. While most development associations are governed by regional politicians and receive financial support from their respective regional or zonal governments, they generally do not undertake activities that directly support the positions or interests of the political parties. For example, they do not take part in civic/voter education and election observing as the mass-based associations of youth and women do.

f. Regarding the regional associations of the youth and women, the study found that there is a start in terms of distancing themselves from a strong ruling-party affiliation in most regions. The move could be partly because of self-reflection or impositions from other regulatory structures. The Amhara women's and youth associations explicitly state that they are not affiliates of the regional ruling political party anymore. In Sidama and SNNPR, the associations indicated that they were involved in voter education and election observing.

g. Federations of women and youth associations both in regions and at the federal level used to have the women and youth leagues of the former EPRDF and current *Prosperity Party* as members[16]. Women and youth federations in Sidama have already expelled the Youth League of the Prosperity Party from membership. In SNNPR, the

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[15] Benishangul Development Association, Tikuret Le-Gumz Development Association, Mao-Komo Development Asso and Boro-Shinasha Development Associations
[16] Though not registered by ACSO or AG Offices

women's federation have had done so, and the youth intend to isolate themselves within a year. Despite the expulsions of the party wings, there is a general feeling that the leadership is still affiliated with the dominant political party.

h. The regional associations of youth and women do not have project implementation agreements except those in Tigray and Amhara. The Mapping identified the formation of growing numbers of apparently independent CSOs intending to promote the interests of youth and women (refer to Tables 14 and 15 below). The study team believes that such growth in the number of independent actors may have affected the prominence of the regional mass-based associations. Specifically, the growth in the number of youth associations and primarily youth-focused CSOs is consistent with the youth motivation in the change processes and attempts of key stakeholders towards enhancing the participation of young persons in the overall development and governance process.

Table 14: Indicative numbers of Associations of Women and Youth identified from the CSO registry of ACSO

	Pre-existing CSOs	*Newly formed since 2019*
Associations of Women and primarily women-focused	46	26
Associations of Youth and primarily youth-focused	17	41

Table 15: Examples of newly formed Women and youth-focused CSOs from ACSO registry

Associations of Youth	*Associations of Women*
Voice for the Youth	Ethiopian Women Empowerment Association
World youth alliance Ethiopia	Oromo Women's Association
Youth for Peace and Development Association	Ethiopian Women Rights Defender
Youth Awareness and Mind-set Growth	Women's Union for Peace and Social Justice
Vision Youth Development	Setawit Charitable Organisation
Ethiopian Youth Dialogue for Peace	Concern for Pastoralist Women and Children
Amhara Youth Association	Adoye Oromo Women Association

Hadiya Youth Association	Slene Women's Capacity Building
African Youth for Peace and Sustainable Development Assoc	Training Organisation for Women Issue and Gender Sensitivity
Ethiopian Youth Forum	Ethiopian Women in Energy Association

i. Much more capacity strengthening work is needed to enable the mass-based associations to become more focused on constituency interests and shift the accountability to members from the current practice dominated by accountability to regional political leaders.

Interest-Based and Rights Advocacy Organisations

This category of CSOs consists of membership organisations that represent and promote the interests and/or rights of their members, who have come together based on common characteristics that differentiate them from other people or groups. The sub-categories that fall under this cluster include associations of PWDs, associations of senior citizens, and associations of PLHIV. Brief profiles on the number and operations of such associations are provided below.

Association of Persons with Disabilities (PWDs)

There was no quantification of such CSOs in former NSAs studies. Apparently, such CSOs have become increasingly visible on the CSO landscape with the relaxation of the legal framework. Out of the 1806 re-registered CSOs by ACSO, about 54 are associations of PWDs.

Associations of PWDs in their various categories are widely present in all regions with organized structures at local, regional, and national levels. Some of the categories that have independent CSOs include the blind, the deaf, the blind-deaf, those with intellectual, and physical disabilities. There are associations exclusively founded by women with disabilities and even a national apex structure of such organisations.

Recent developments pertaining to these CSOs are outlined below:

a. Attempts to establish a national inclusive structure for coordinating efforts of PWDs have not reached fruition. The Federation of Ethiopian Associations of PWDs (FEAPD) still has many of the national disability associations as members, some of which have branch offices in the regions (for example, the Ethiopian National Association of the Blind). In SNNPR, five regional associations of PWDs and seven zonal unions have established a regional union of PWDs, which in turn joined the Ethiopian Federation of Associations of Persons with Disabilities. The Association of the Blind based in Hawassa that appears to be a branch office of ENAB refrained from joining the SNNPR union.

b. The presence of multiple CSO structures with overlapping constituency but representing the interest and rights of PWDs continues to affect the coordination of efforts. For example, there is a National Association of the Blind as well as a network of Visually Impaired and the Blind. There is a need to streamline efforts to improve effectiveness.

c. At local levels, the Associations of PWDs are often led by persons who are civil servants. Such arrangement enables the CSOs to have access to decision-makers for the purpose of resource mobilisation. On the other hand, this arrangement might affect the autonomy of the associations in some contexts and demotivate the need to mobilise resources independently and advocate on issues affecting the interests and rights of the constituency. Hence, there is a need to maintain a delicate balance.

d. In addition to the associations established by the PWDs, there seems to be much more support for CSOs focusing on services for PWDs. For examples of such CSOs, please see Table 16 below.

Table 16: Examples of Disability focused CSOs

	Re-registered CSOs	*Newly formed since 2019*
Associations of PWDs and PWDs focused CSOs	Joint blind and persons with disability association	Association for Capacitating Ethiopian PWDs
	Ethiopian national development association of persons with physical disability	Ethiopian Lawyers with Disabilities Association
	Disability development initiative	Disability Action
	Ethiopian national disability action network (ENDAN)	Voice for PWDs Organisation
	Ethiopian centre for disability and development association	Women Mobility and Safety Charity Organisation
	Bruh intellectual disability centre	Association of PWDs from Road Accidents
	Federation of Ethiopian associations of PWDs	Agape Mobility Ethiopia
	Bright world for blind women association	Maelba Elderly Support Society

Associations of PLHIV

The 2014 NSAs Update study did not identify Associations of PLHIV as a sub-category. Rather, it clustered their areas of participation under health. At present, there is the need to treat these CSOs as distinct from health service providers as their make-up, which is an association of vulnerable groups partly promoting actions to protect the rights of members and facilitate access to development services, makes them rights-based CSOs.

Associations of PLHIV are one of the most organized and widely present types of CSOs in all regions. At the centre, they have a network-of-networks named Network of Networks of Associations of People Living with HIV (NEP+ in short) which was founded in 2012 by regional Networks of PLHIVs. Currently, it has 11 regional PLHIV Networks, a network of Women LHIV, and two pioneer PLHIV Associations (Dawn of Hope and Mekdim Ethiopia) as founding members. Regarding constituency, the NEP+ counts about 475 basic

associations of PLHIV with a total of about 200,000 persons as its members. On top of these, the Network considers OVCs and adolescent youth as primary beneficiaries of its work.

The formation of NEP+ and its constituent members was highly facilitated by the health sector stakeholders seeking to ensure the greater and increased participation of PLHIV in the fight against the pandemic, including in the implementation of prevention and care activities.

The following are key observations regarding the associations of PLHIV:

a. Volunteer PLHIVs continue to provide vital awareness services both in health institutions and at the community level. In this connection, the Dire Dawa PLHIV Network indicated that without the work of the network members the health bureau has little to report on anti-HIV/AIDS accomplishments.

b. The member PLHIV Associations of the regional networks appear few and not growing in number. The Harari Association has only two members and the one in Dire Dawa has three members. The network in SNNPR has not accepted new members over the past two years. This could be due to the absence of new PLHIV associations(in light of the slowing down of the spread of the pandemic) or deliberate closure (for reasons of capacity or even because of some conflicts of interest). Since joining the networks opens up the pathway to access the Global Fund, CDC, and other resources through the NEP+, more members may mean a reduced share for each member PLHIV. This needs to be investigated further.

c. There are developments that seem to indicate the beginning of the transformation of the PLHIV networks from focusing only on HIV/AIDS to broader health sector actions. For example, the PLHIV network in SNNPR has changed its name from NOSAP+ to Network of Southern Ethiopia Associations on HIV/AIDS, Health and Integrated Development (NOSAHHID)–, while the one in Amhara has become *Network of Charitable Associations of HIV positives for Health and Development (NAPHAD).*

Associations Promoting the Rights and Interests of Senior Citizens

Associations of the elderly and pensioners are increasingly evolving segments of the Ethiopian CSOs' landscape. The international CSO, Help Age International, played a key role in building the capacitaty of such associations in the Country.

Through the facilitation of Help Age International, the Ethiopian Elderly and Pensioners National Association (EEPNA) was founded with a focus on advocacy, while care and support activities are coordinated by the Network of Organizations Providing Care and Support to the Elderly. It is worth mentioning that the care and support providers are largely CSOs that are not founded by the senior citizens themselves. In the case of Harari, the care and support service is provided by the regional government.

Regarding the make-up of the EEPNA and positions of associations of senior citizens, the following two points are noted:

1) It has to strive more to include associations of senior citizens as members. Moreover, there is a need to clarify the legal positions of constituent members. Some are regional chapters of national associations, while others have independent legal personalities.

2) There is a need to maintain some autonomy from political pressures and demonstrate impartiality. An informant from an association of the elderly reflected on how politicians pressed their association to take a partial position during the national election.

Trade (Labour) Unions

Article 42 of the FDRE Constitution recognizes the rights of workers to establish an association with the objective of improving their conditions of employment and economic well-being (FDRE 1995). The Constitution also calls for the Federal Government to enact a Labour Code and hence it adopted Proclamation No. 377/2003. A new Labour Proclamation 1156/2019 was issued in September 2019 by the House of Peoples' Representatives, replacing the Labour Code of 2003 that had been in force for more than 16 years (FDRE 2019). The proclamation defines a trade union as "an association formed

by workers". Structurally, trade unions are organized in a form of trade unions, trade union federations and trade union confederations.

As recognized by the FDRE Constitution and further elaborated by Proclamation No. 1156/2019, workers' associations are established by employees mainly to "observe the conditions of work and fulfill the obligations set forth in [the] proclamation; respect the rights and interests of their members, in particular, represent members in collective bargaining and labour disputes before the competent organ when so requested or authorized by their members". Trade unions are expected to have a minimum of 10 employees to get recognition and be registered by the Ministry of Labour and Social Affairs.

The Confederation of Ethiopian Trade Unions (CETU) is the national apex body of about 2,200 basic trade unions with about 750,000 individual members. There are nine affiliated sectoral federations with separate offices in the CETU building near Meskel Square in Addis Ababa.

The core objective of CETU revolves around promoting and defending the rights and interests of Ethiopian workers. To this effect, it takes part in major multi-sectoral structures (government, private sector/employers, and others) relevant to its objectives and undertakes activities to strengthen unionization of the labour force. From the profile of ongoing activities learnt from CETU officials, it appears that CETU is more preoccupied with the provision of awareness and health services to the already organized labour force than advocating for their rights on a comprehensive level.

The disinterest in unionization on the part of the labour force could be due to the lack of appreciation for what CETU does on their behalf. Some of the workers with relatively good remunerations (like those under Ethiopian Airlines) are obviously less interested on the basic service-focused activities of the Confederation (for example, HIV awareness and promotion of reproductive health rights).

It is advisable that CETU conducts a thorough review of its programmes, sets priority areas of action, and develops strategies to intensify these actions. This would include the way to link up and jointly promote strategic policy issues with the broader civil society.

Informal Youth Movements

The informal youth groups that surfaced during the popular regional unrests that unfolded from 2015 to 2017 have taken the lion's share of the credit for the subsequent change of political administration in 2018. These informal groupings by definition do not have formal leadership structures and hence lack legal personality. The category includes the *Qeerroo* in Oromia, *Fano* in Amhara, the *Ejjeetto* in Sidama and the *Zerma* in the Guraghe.

During the field work, the team enquired if these groups are still intact and functional and the response from the informants is that the groups are non-existent with the exception of *Fano*. In the Amhara Region, the *Fano* youth group remains active including in the military confrontation with the armed forces from the Tigray Region. The President of the Sidama Youth Federation replied that they became redundant and died-off when formal avenues for participation of the youth opened up. The same opinion is held by the representatives from the SNNPR Youth Association.

Business Associations

Business associations are membership organizations established to represent and serve the business community. They are generally made up of enterprises and individuals engaged in trade, industry, and business whose members share common interests (Zerihun 2009). Member-based business associations typically perform four functions (Zerihun 2009): representation in policy forums (the advocacy function); regulatory and quasi-official functions (the facilitation function); member service (the service function); and social and mutual support (the networking function).

In Ethiopia, business-oriented membership associations are governed by Proclamation No. 341/2003; Chambers of Commerce and Sectoral Association Establishment Proclamation enacted in 2003 (FDRE 2003). While Proclamation No. 341/2003 does not provide a clear definition of business organizations, the more recent Commercial Registration and Business Licensing Proclamation No. 980/2016 defines chambers as entities "established

at each hierarchy by business persons for the observance of their common interests pursuant to the laws of the country" (FDRE 2016)[17]. On the other hand, the same proclamation defined Sectoral Associations as "associations established by business persons engaged as manufacturers or service providers in the same commercial activity or based on the same gender or any other manner to support commercial activities."[18] The Ministry of Trade and Industry is mandated to register chambers and sectoral associations.

The Ethiopian Chamber of Commerce and Sectoral Association has nineteen members including ten Regional Chambers of Commerce and Sectoral Associations, two City Chambers of Commerce and Sectoral Associations (Addis Ababa and Dire Dawa), one National Chamber of Sectoral Associations, and six Sectoral Associations. While chambers of commerce and sectoral associations are established by producers at city, regional and national levels, sectoral associations are established at *woreda*, zonal, regional and national levels.

It should also be noted that in addition to those business associations established under Chambers of Commerce and Sectoral Association Establishment Proclamation No. 341/2003, there are business membership organizations established by service business providers and registered by the Ministry of Trade under Proclamation No. 980/2016. Therefore, there are two types of business associations; those organized as chambers of commerce and sectoral associations (producers) and those organized as business membership organizations.

Community Based Organizations (CBOs)

Broadly defined, CBOs are understood to be 'grassroots membership organizations' made up of groups of individuals who are collaborating for a common interest. They are set up by "collective efforts of indigenous people of homo- or heterogeneous attributes but living or working within the same environment" (Abegunde 2009). They are characterized by voluntary, non-profit, non-governmental, and highly localized or neighbourhood institutions whose membership is placed on equal level and whose main goal is the

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[17] See Article 2(31) of the Proclamation
[18] See Article 2(32) of the Proclamation

improvement of the social and economic well-being of every member. In short, CBOs are created by communities to address local needs.

The following are some of the common features of CBOs:

1.   Membership-based gatherings formed to address a certain communal agenda

2.   Mainly composed of community volunteers and are not for profit entities

3.   Highly localized with activities limited to their immediate communities

4.   Seek to protect and support their community which has its own shared values and practices

5.   Seek to respond to local needs by pooling together and distributing resources (money, people, and labour), linking vulnerable groups to basic services and/or raising awareness regarding the rights and needs of vulnerable people.

In short, CBOs are non-governmental institutions created and controlled by local people for the benefit of their constituencies at local level and which respond to the felt needs of the community. They are small organizations initiated by local residents and based within the communities they serve. CBOs are also considered as grassroots organizations and can be formally or informally constituted, whose members belong to the community they operate in (Chilengue 2013).

In the Ethiopian context, although an exhaustive list is practically difficult, CBOs may include traditional associations such as *Iddirs, Iqub, Debo, Wonfel, Mahber*, women self-help group, savings and credit associations, village savings associations, village development committees, farmers' organizations, youth associations, women's associations, cooperatives, water users' associations, grazing societies, cereal bank groups, microfinance organizations, and school-based environmental groups.

There is no specific legislation that governs CBOs in Ethiopia despite their recognition by the government and other actors. However, with the decentralisation of CSO registration to regions and sub-regions, many CBOs have become formal local CSOs with legal

personalities. For example, many of the 146 local CSOs registered by Harari AGO are *iddirs/Afochas* and other traditional self-help groups that usually belong to the category of CBOs. In Arba Minch, the famous Gamo Elders Group that played an exemplary role in preventing enter-ethnic conflict flare-up[19] is now a registered local CSO at the Gamo Zone AGO.

Self-Help Groups (SHGs)

In the previous NSAs mapping exercise, SHGs were identified as an emerging and new form of social group. Though not legally defined, different studies in the area show that self-help groups are informal institutions formed by 15-20 individuals, sharing the same socio-economic background coming together voluntarily to improve their economic, social and institutional life (CSAP 2012). Structurally, these groups are organized as follows: 15-20 individuals who know each other form the primary association called Self-Help Group, 8-12 Self-Help Groups form the second layer called Cluster Level Association that in turn establishes the third level called Timret (Federation Level Association).

A study conducted by the Consortium of Self Help Approach Promoters (CoSAP) (CSAP 2012) showed that the majority of self-help groups are operating without formal registration or recognition by the concerned government authorities. Very few Self-help groups at cluster or federation level had the chance to register with the different government entities, such as the Ministry of Labour and Social Affairs or regional bureaus of justice or the Micro and Small Enterprises Agency.

Although there are a significant number of self-help groups in Ethiopia, there is no specific law that governs this sector. Hence, the vast majority of the groups are operating without registration and legal recognition.

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[19] The Group of elders won the hearts of the entire nation when video and images showing them intervening to prevent a mob attack on a business owned by an Oromo businessman in Arba Minch following the killing of innocent people of a Gamo ethnic group near Addis Ababa in September 2018. They were also involved in appealing to university students nationwide to avoid the ethnic-based confrontations in campuses.

4. PROJECTS AND OTHER ACTIVITIES IMPLEMENTED BY CSOS

Generally, projects are largely implemented by Charitable Organisations and Societies at sub-national levels (regional and below) based on agreements with governmental structures. It is also true that some associations execute activities assigned by the Federal Government or other structures (without a specific agreement). Hence, the core source of information on the activities of CSOs are the compiled information and data in regional government CSO projects coordination structures. The Bureaus of Finance are the key source of information. Thus, the research team contacted and secured data from regional bureaus of finance of Oromia, SNNPR, Sidama, Harari, Amhara, BGR, Afar and Somali Regions and from Dire Dawa and Addis Ababa City Administrations. In Gambela, the relevant data was collected from the regional ACSO[20].

4.1. Projects, Project Holders and Budgets

The findings from the review of available documents are summarised in Figure 4 below which shows the comparative growth since the 2014 mapping study. During the last five years the sector implemented a total of 2,885 projects in all regions and the two city administrations[21]. The findings also indicated that Oromia has the largest number of CSO projects followed by SNNPR while Harari and Afar have relatively fewer.

Compared to those identified during the 2014 Mapping Study, the number of projects in all regions except Tigray, Gambella, BGR, SNNPR and Oromia have declined. Somali and Harari regions experienced over 50% declines in the number of projects compared to the 2014 findings. In Tigray, the increase is about 350% while BGR experienced an increase of about 100%.

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[20] In the case of Tigray, recent profiles of projects and project holders developed by the regional Finance Bureau secured from EU-CSF III is used to provide picture of projects, project holders and resources.
[21] Note that these are not the only projects of CSOs. Many organisations implement projects without entering agreements with the regional finance bureaus. Examples include the various mass-based CSOs, rights-based advocacy groups and small operators at woreda or kebele levels.

Figure 4: Total projects per regions
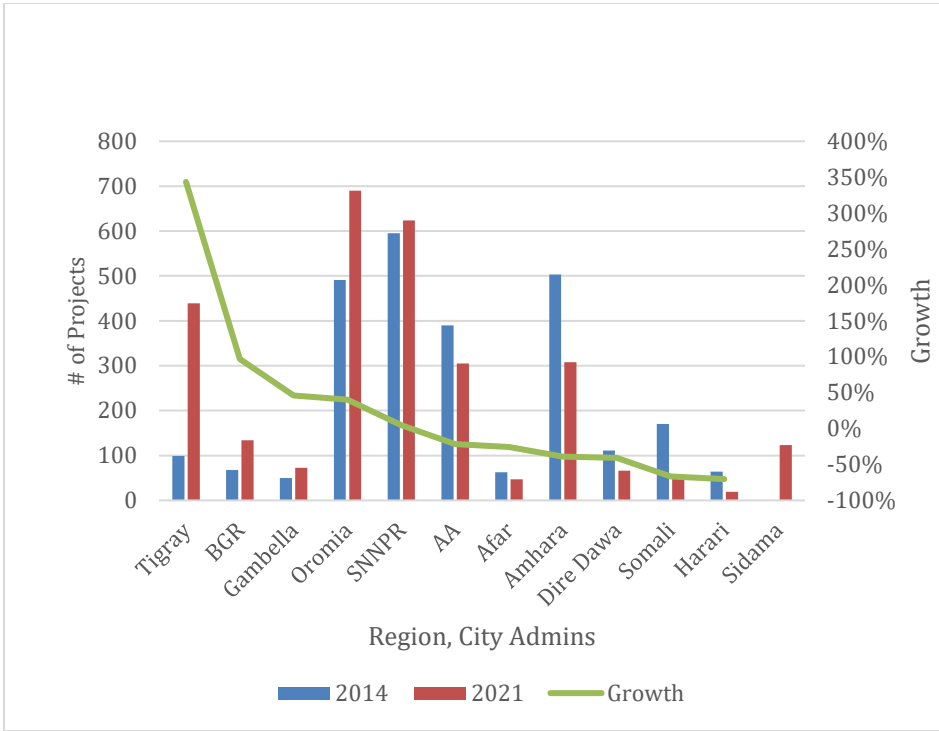
Figure 5: Project Holder CSOs per Region 2014 and 2021
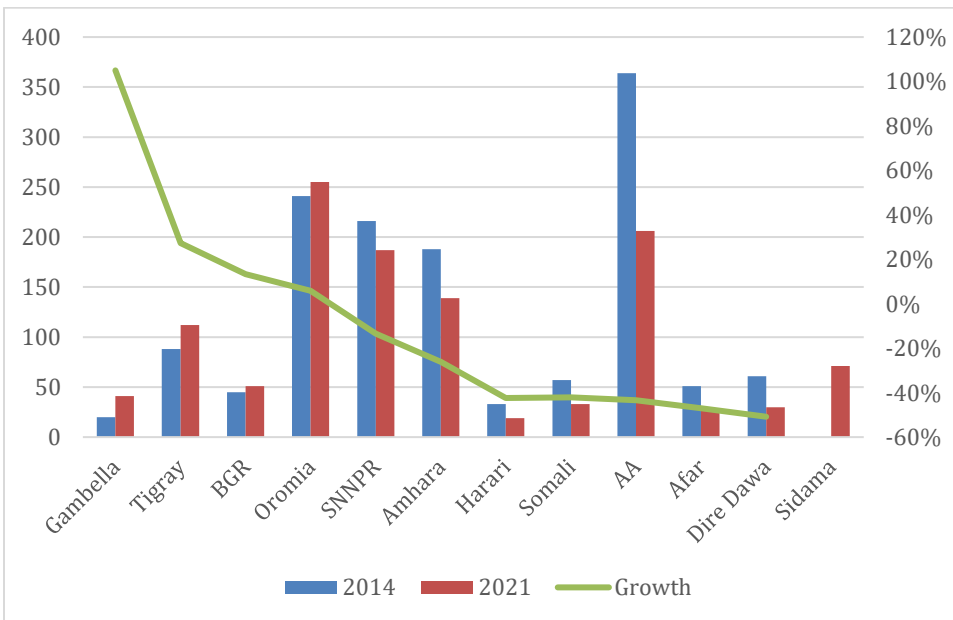
Figure 5 above presents the findings regarding the number of project holder CSOs in each region compared to the previous mapping report. As can be seen, some increases in the number of project holder CSOs occurred in four regions (Gambella, Tigray, BGR and Oromia) while the rest experienced a decline of varying degrees. In SNNPR, the separation of Sidama as a region is a key and understandable reason for the decline of number of project holder CSOs.

Many of the newly-formed CSOs are engaged in implementing actions based on agreements with the regional government regulatory bureaus. Where there are increments in the number of projects compared to 2014, this could be largely due to the increase in the number of projects per CSO. The significant decline in the number of project holders from Addis Ababa could be because of the closing of local organizations due to a shortage of funds for reasons attributable to the previous CSO law. This issue needs to be investigated further.

Regarding the budgets committed, the total funds pledged by CSOs for 2,604 projects, excluding Dire Dawa, in the 2014 report, was ETB 35.76 billion. On the other hand, the current exercise identified a total of 2,885 projects for which CSOs committed ETB 78.87 billion (see Table 17 below). There was a modest increase in the number of projects (15%) between 2014 and 2021. The 121 percent increase in total budget committed can be explained in relation to the increase in the average unit project budget. In 2014, it was about ETB 14 million, while the current figure is ETB 19 million per project. Only Somali and Harari regions experienced a decline in total budget committed. However, this could partly be attributed to the presence of some CSOs operating in the region without entering into agreements.

Table 17: Projects and budgets of charitable CSOs in 9 regions and 2 City admins

Region	No. of projects	Number of project holders	Total budget in ETB (millions) in 2014	Total reported budget in ETB (millions) in 2021
Amhara	308	139	6,516.43	12,951.80
SNNPR	624	187	6,755.64	20,253.55
Sidama	123	71	-	1,681.75
Harari	19	19	264.00	84.13
Oromia	690	255	11,940.00	17,670.55
Addis Ababa	305	206	3,436.80	6,808.55
Tigray	439	112	2,278.057	11,745.51
Dire Dawa[22]	66	31		912.34
Afar	47	27	256.80	575.87
BGR	134	51	750.59	2,722.82
Somali	57	33	2,661.86	1,965.97
Gambella	73	41	902.00	1,500.00
Total	**2885**		**35,762.18**	**78,872.84**

The 2014 NSAs mapping exercise reported that the approximate value of ongoing NGO projects in US$ was 1.788 billion[23]. By applying the average exchange rate of 28.71 for the period from 2015 to 2021, the approximate value of CSO projects for the current period comes to be US$ 2.75 billion. The real value would be about 2.37 billion[24] and that represents an increase of between 32.55% and 53.8% compared to the 2014 figures, depending on the exchange rate applied.

Figure 6 below presents a comparative picture of contributions to the total budget by local, faith-based, and international CSOs and the number of projects by each category[25].

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[22] The 2014 study did not include budget for Dire Dawa
[23] Applying the 2014 exchange rate of 1 USD = 20 ETB.
24 By taking $1 in 2014 to be worth $1.16 today
https://www.in2013dollars.com/us/inflation/2014?amount=1
[25] Data from Gambella was not included as it did not allow disaggregation.

The 152 ICSOs that are active through an estimated 850 projects committed ETB 35.44 billion or about 50% of the total budget of CSOs in the country. On the other hand, the operational 426 local CSOs through their 1,124 projects, committed ETB 21.9 billion or 22% of the total budget. The remaining 28% was committed by the 97 operational FBDOs through 922 projects. Figure 6 also provides a picture on average budget per project[26] across the three typologies. This shows that the average project budget of an international CSO is equivalent to two average projects of local CSOs and FBDOs.

Figure 6: Projects and budget by Typology
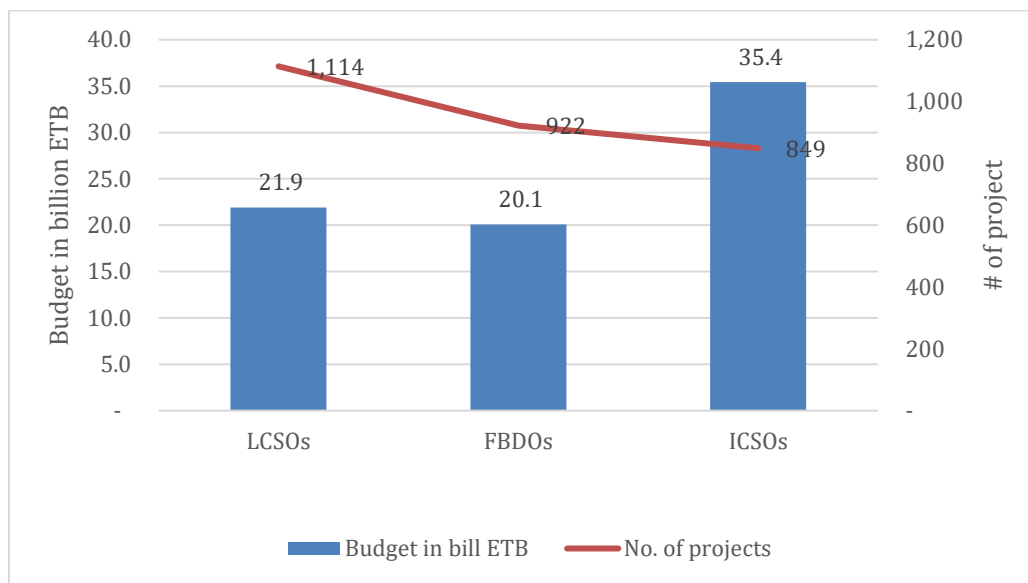
4.2. Thematic and Sectoral Areas

Table 18 below presents the broad thematic and sectoral areas of participation or focus of CSO projects in eight regions[27] and the two city administrations. The projects included account for 82% of all projects implemented during the period, and hence provide a reasonable image of the overall situation.

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[26] By dividing the total budget by numbers of projects
[27] Data from Gambela did not allow such aggregation by thematic and sectoral areas

Table 18: Broad areas of participation of Charitable CSOs

	Regions										Total No. of projects
	Amhara	SNNP	Sidama	Addis A	Dire D	Oromia	Harari	Somali	BGR	Afar	
Child development and family support	78	123	43	106	29	161	5		6	2	**553**
Agriculture, Food security, Ecology & household energy	54	119	10		1	157		16	22	7	**386**
Health	32	121	20	38	4	69		2	34	8	**328**
Emergency & social supports including for the Displaced and Migrants	23	8		67	12	92		16	14	14	**246**
Integrated programmes	20	70	14	24	3	70		5	12		**218**
Education for children and sector wide actions	38	64	15	13	2	61	1	4	16	3	**217**
Governance including VAW, social inclusion	39	35	5	15	13	30	11	5	21	7	**181**
Entrepreneurship & economic empowerment for youth (male and female)	10	46	9	39	2	13	1	6	2	2	**130**

	Regions										Total No. of projects
	Amhara	SNNP	Sidama	Addis A	Dire D	Oromia	Harari	Somali	BGR	Afar	
Water Sanitation Hygiene	14	38	7	3		37	1	3	7	4	**114**
	308	**624**	**123**	**305**	**66**	**690**	**19**	**57**	**134**	**47**	**2,373**

Remarks on the sector and thematic areas of participation:

✓ The human development sectors of child development, education, and entrepreneurship and economic empowerment for youth remain strategic focus areas and are aligned to the 10-year development plan of the country.

✓ Though not commensurate with the demand of the context, it is encouraging that a growing number of CSOs are undertaking local actions for promoting governance at large.

✓ It appears, due to the national context, a growing number of CSOs are reverting to the implementation of emergency and social welfare support projects for the destitute, the displaced, and migrants. Most of the emergency operators are ICSOs; perhaps there is a need to increase the participation of local CSOs because of the relatively better knowledge of the context.

The following are additional remarks on the overall participation areas and the key operators within the sector:

Child Development Projects

These are projects that support orphaned and vulnerable children, mostly in urban settings, through community-based arrangements (sponsorship) and institutionalized care services. The mapping team noted that institutionalized childcare services are not that many in number. In Harar, the SOS Children's Village, the Darul Hijra Child Development Centre and the Hohete Misrak Child Development Centre of the EOC-DICAC provide institutionalized care for nearly 400 Children and youngsters. The child sponsorship

programmes that are largely supported by foreigners are the most common and widely spread ones in all regions.

Projects that focus on child development are largely implemented by local CSOs. Furthermore, the national faith-based development organisations of the evangelical churches have become significant actors in child sponsorship. For instance, the Ethiopia programme of Compassion International supports 22 faith-based development wings of evangelical churches that are implementing 538 child sponsorship programmes directly benefitting about 125,400 needy children[28]. The fact that the commitment of support extends for a longer period (say from childhood to adulthood, 6-7 to 22-24 years) is positive for the local community. On the other hand, there is a risk that such prolonged stays may nurture dependency.

There are several emerging more effective and innovative actions for child development promoted by CSOs. For example, SOS Children's Village has succeeded in implementing a project titled Family and Community Development in Oromia, Dire Dawa, and Sidama where, with integrated supports, weaker members of the community are able to 'graduate' and assist their children on their own following 3 to 5 years of enrolment in a project. Some CSOs have also made encouraging progress in facilitating domestic child sponsorship. The experiences of Mary Joy Development Association in Hawassa and Arba Minch provide important lessons.

Health Sector Activities

The Health Sector activities of CSOs are diverse and significant in all regions. In addition to those implemented as part of integrated programmes, Water, Sanitation, and Hygien (WASH), and emergency projects, CSOs have various projects that are implemented largely in collaboration with the health sector stakeholders. Actions to address the HIV/AIDS pandemic are the most widespread in all regions. Nutrition and reproductive health-focused activities that are undertaken by various CSOs either as self-standing projects or integrated with emergency and integrated programmes are also numerous.

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[28] From the discussion with the Country Director of Compassion International

Provision of health services from rural clinics to general hospitals are among the long-established activities of CSOs, especially the faith-based development organisations. The ECC-SDCO alone manages 76 health institutions across the country including five general hospitals. The Saint Luke Catholic Hospital in the South West Shoa Zone of Oromia also provides training for nurses, hence contributing to human resources development in the health sector.

Combating the HIV/AIDS pandemic is an area where CSOs have had significant roles from the onset of the pandemic. The over 400 Associations of PLHIV, national and international CSOs continue to implement actions for the prevention of new infections, adherence to Anti-Retroviral Treatment, and mitigation of adverse impacts. Much of the resources for implementing actions by PLHIV used to come from the US government and the Global Fund. More recently, some of these have phased out and others scaled down. Some of the largest global AIDS organizations, like AIDS Health Care Foundation and African AIDS Initiative International Inc. have also implemented projects in Ethiopia.

Unlike other sectors, the health sector included projects of some societies that often do not enter project implementation agreements. The Ethiopia Thoracic Society had a project in Addis Ababa while the Ethiopian Society of Obstetricians and Gynaecologists (ESOG) implemented a project aimed at strengthening the capacity and improving the quality of reproductive health/family planning, comprehensive abortion care, and reducing stigma on safe abortion care service providers in North Shoa Zone of the Amhara region.

Addressing neglected tropical diseases (NTDs), including Guinea worm disease, river blindness, trachoma and lymphatic filariasis, is an action area in which the Carter Centre, ORBIS International, Nala International, and Mossy Foot International take part. The core strategies to eliminate the NTDs are the provision of safe potable water, promotion of personal hygiene, and mass administration of drugs sourced by the implementing CSOs from international donor groups associated with pharmaceutical industries and received by the Government of Ethiopia. Nonetheless, the project documents of these CSOs show 'big budget' dwarfing other CSO budgets. For example, in SNNPR, the budget of two projects of the Carter Centre constituted about 25% of the total budget of 624 CSO projects.

Humanitarian, Welfare, and Emergency

With the onset of the COVID-19 pandemic and the various conflicts that have taken place in different parts of the country, it is expected that more CSOs will have been taking part in implementing humanitarian and welfare-based projects. The number of such projects from the regional samples is indeed significant. However, such projects were not treated independently during the previous mapping.

ICSOs are the key implementers of humanitarian and emergency projects that target the internally displaced, and refugees settled in the Western and South-Eastern remote areas of the country. Because of the fairly reliable donor resources, local CSOs are increasingly tempted to participate in this area. However, the conditions required by the key donors are stringent, and this does not encourage the participation of local CSOs.

Governance Including VAW, Social Inclusion

The governance-focused actions embrace a broad range of activities designed to ensure accountability, transparency, responsiveness, rule of law, stability, equity and inclusiveness, empowerment, and broad-based participation (UNESCO 2021). The 2014 study concluded that the participation of CSOs in governance, democratization, and rights promotion was minimal. In the current study, a growing number of CSOs (about 125 out of the sample projects of 2,398) were found to have projects largely focusing on one or the other elements of governance. The number of CSOs undertaking such activities could be more than the figure mentioned as there is a growing trend of adopting a RBA to development work.

With the support of CSSP and other international donors, CSOs are implementing projects aimed at mainstreaming disability inclusion in governmental and CSO structures. The work of the Federation of Ethiopian Persons with Disabilities (FEAPD) in Amhara and the Ethiopian Centre for Disability Development and Cheshire Ethiopia in SNNPR, Amhara, Sidama, and Harari are noted as examples.

Through support from ESAP and CSF III, several CSOs have piloted projects for the implementation of social accountability in local governance.

1. In Hawassa, Jerusalem Children and Community Development (JeCCDO) with the financial support from CSF III is implementing a project focusing on democratic government and peaceful coexistence.

2. Around Bishoftu, Oromia, Ratson Women, Youth, and Children Development Program piloted a project entitled *ICT-based accountability system for quality early childhood and basic primary education in Ada'a District* (supported by Save the Children).

3. Rift Valley Children and Women's Development Organisation together with other national CSOs has implemented a social accountability project at a local level in East Shoa Zone of Oromia.

4. Professional Alliance for Development (PADet) is implementing a project entitled *Enhance a bottom-up policy engagement of citizens and CSOs to promote peace, democracy, and sustainable development* in North Wollo Zone.

5. Plan International in Amhara and *Kembait Menti Gezima Ethiopia* (KMGE) in Sidama and SNNPR are implementing projects entitled *My Choice for My Life,* promoting the sexual and reproductive health rights of young women. In Hawassa, Centre of Concern (COC) has a project for promoting the role of women and the youth in conflict prevention, transformation, and peace-building.

6. In Wolayita, the zonal Development Association is implementing a project entitled E*mpowering the Young People for Responsive and Accountable Governance* while Kaffa Development Association has a project for promoting social inclusion of marginalized community members (those perceived as low cast).

While the above are examples of projects implemented following agreements with regional government offices, the study noted that much more such governance-focused actions were implemented by CSOs during the period. This is due to the fact that the small and recently registered and other well-established human rights and governance-focused CSOs often do not enter into project agreements. For example, EHRCO and EWLA are not in the project registries of regional government departments. In addition, the national and regional

networks - except the FEAPD, PHEC, and Southern Ethiopia Development Association (SEPDA) - are not in project holders' lists of regional governments.

In summary, there are indicators of growing CSOs' participation in governance at local levels. However, these are inadequate and insignificant in light of the national and regional contexts. On top of the local level isolated actions, there is a need to strengthen capacity so that the starts are scaled up to regional and national levels.

Agriculture and Food security
These fields were the mainstay of international CSOs in the past. While agricultural support activities have evolved to include the promotion of cooperatives, market chains, and improved crop and animal husbandries, the food security-related actions are increasingly linked to drought-prone and less productive localities across the country.

ICSOs remain key implementers of the food security and agricultural development operations. Organisations such as Agri-Terra and SNV from the Netherlands and VOCA from the USA have implemented various projects for strengthening agricultural cooperatives and improving the productivity of small-scale dairy businesses in nearly all regions. Projects of Inter-church Organization for Development Cooperation (ICCO) aimed at Strengthening African Rural Smallholders (STARS) in Oromia, and others including International Development Enterprise (iDE) and Technoserve Inc. have focused on supporting the coffee production systems for sustainability and market access in Jima Zone of Oromia.

The food security-focused projects are supported by major donors including the European Union. The Resilience building and creation of economic opportunities in Ethiopia (RESET) in its two phases has supported food security projects involving about 25 CSOs, a few of which are national[29]. The pastoral communities in the South Omo Zone of the SNNP Region and Somali Region were among beneficiaries of the RESET and other food security programmes.

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[29] SOS Sahel, Action for Development, ECC-SDSC, Oromo Self-Help Organisation, and RACIDA

The food security projects are linked to the national productive safety net programme although its performance in terms of enabling graduation of the beneficiaries is mixed. Unfortunately, the need for more food security projects is expected to remain high given the current man-made disasters and climatic factors. For the future, there is a need to further innovate strategies towards assuring food security. More opportunities for the participation of national CSOs should also be explored.

Ecology, Household Energy and WASH

The mapping study identified a large number of CSOs, mostly international, implementing agro-ecology and environment-focused projects – some linked to food security and others self-standing. Farm Africa, Frankfurt Zoological Society, International Development Enterprises (iDE), and Wetlands International are a few examples of ICSOs that implemented projects of natural conservation and climate change adaptation in Oromia. Ethio-wetlands and Natural Resource Association, MELCA Ethiopia and Emmanuel Light and Life Development Association are examples of national CSOs promoting participatory forest management in the south-western parts of SNNPR. The NABU (Nature and Biodiversity Conservation Union) from Germany has multiple projects for community action for biodiversity and forest conservation and adaptation to climate change in SNNPR and Amhara.

The promotion of energy-efficient stoves is a key area of intervention by CSOs both in urban and rural settings. While such activities are often part of integrated and food security-focused actions, various self-standing household energy-focused projects have been identified. For example, World Vision implemented a project for energy-efficient cooking stove promotion in Gurage Zone while Christian Aid and Women Empowerment Action implemented projects for strengthening sustainable energy value chains through innovative approaches for household energy in South Omo Zone. SNV (Netherlands Development Organization) had projects for the promotion of Biogas in Amhara, SNNPR, and BGR.

WASH is one of the long-established action areas of CSOs in Ethiopia. There are some specialized CSOs like Water Aid, Hope International Development Agency, Life Water International, and Water Action. While the WASH activities are often integrated into health

projects, the emphasis is on the CSOs largely developing surface and ground-water resources for the benefit of communities. Other specialist operators in the area of WASH are the International Rescue Committee (IRC) and Splash International.

According to a study conducted in 2018 by Addis Ababa Education Bureau (AAEB), Splash Ethiopia, and IRC, a large number of CSOs are implementing integrated WASH activities in schools. The study identified 17 sample CSOs working on schools' WASH programmes and confirmed that these CSOs implemented the programme in 280 schools. During the interviews for this study, what has been mentioned as one good practice is the joint partnership between the Addis Ababa Bureau of Education and the ICSOs where the two stakeholders equally contributed the financial resources needed.

Support to Returnees and Prevention of Migration

Ethiopia has seen a growing scale of the forced repatriation of migrant domestic workers from the Gulf States during the last five years. IOM registered a total of 351,870 returnees between April 2017 and November 2020 (Adugna 2021). The process has been intensified with the government receiving more compatriots from the Kingdom of Saudi Arabia. Because of the growing number of young returnees, CSOs as stakeholders have been implementing emergency and reintegration activities.

The returnees and potential migrants' capacity building project of ECC–SDCO, the Reintegration and protection of children of migrant returnees' project of Facilitators for Change, and the initiative for protection and reintegration of migrant returnees by HUNDEE in Oromia are a few examples of such projects implemented by local CSOs.

Regarding the prevention of illegal migration, a number of CSOs implemented projects at a community level in educational and campaign actions to fight trafficking. In Dire Dawa, Save the Children International implemented an action aimed at fighting human trafficking and exploitation of migrants and supporting the reintegration of returnees. Positive Action for Development (PAD) also implemented a project for the socio-economic re-integration and rehabilitation of returnees in Dire Dawa.

Perhaps the single most significant CSO action that addresses issues of illegal migration is the donor programme titled *Stemming Irregular Migration in Northern and Central Ethiopia – SINCE*, which was financed by European Union Delegation to Ethiopia. Twelve international and six national CSOs (together with some private sector actors) were involved in implementing the action in Addis Ababa, Oromia, SNNPR, Amhara, and Tigray regions. The current mapping found that from the IRC consortium, CARE, JECCDO, and IRC have implemented actions in SNNPR based on project agreements with the Bureau of Finance. Similarly, Coopi had four SINCE focused project agreements with Oromia Zonal Finance Offices.

In conclusion, in light of the growing challenges of outward illegal migration coupled with the intensified repatriation of citizens, especially from the Gulf states, more innovative and strategic responses are needed to address the issue.

5. THE FUNDING LANDSCAPE

The resources used by CSOs come from various sources. While the non-third party serving CSOs (like the formal and informal community-based groups and to some extent professional associations) largely operate using membership and community resources, the great majority of the third-party serving CSOs access and utilize resources from foreign donors. The findings of the mapping show that the overwhelming majority of CSOs remain highly dependent on resources from international donor partners. Some of the resources are accessed directly from foreign sources, which could be from donor government sources, from faith-based and secular philanthropic institutions or from multilateral arrangements. Equally important are the resources accessed locally from bilateral and multilateral funding arrangements. The following are examples of such sources.

Bilateral sources

The bilateral sources, either from the embassies within Ethiopia or directly from their respective countries, provide funding support for the humanitarian and development work of CSOs in Ethiopia. For instance, the official website of the USAID lists 48 ICSOs, 46

local charitable organisations, and seven professional associations as partners without specifying the financial resources disbursed (USAID 2021).

European Union (EU)

The EU provides support to CSOs either directly or through other pooled funding arrangements (for example, the Ethiopia Social Accountability Programme III). The Civil Society Fund, now in its third phase, has been providing support to largely local CSOs to implement governance and development-focused projects. The programme was a lifeline for the few rights-based organisations under the former CSO law (as it was treated as a local fund by the government of Ethiopia which is the co-implementer). Under the current phase (with a total fund of €16m), 27 local civil society organisations and their 34 co-implementers are managing various projects dispersed across the country.

Support to CSOs is largely decentralized across programmes making it challenging to form a consolidated picture of the number of partners and total funds released. The humanitarian support of the EU is coordinated through the Directorate of European Civil Protection and Humanitarian Aid Operations (ECHO). Most of the implementing partners of ECHO are CSOs, and hence significant resources pass through the sector. For example, in 2021, the European Union allocated over €85.2 million to humanitarian projects in Ethiopia, including €48 million specifically for the people affected by the conflict in northern Ethiopia (EC 2021).

The Ethiopian Social Accountability Programme (ESAP)

Now in its third phase, this intervention has the overall objective of strengthening the use of social accountability approaches by citizens and civil society organizations (CSOs) in Ethiopia to make service delivery more effective, efficient, and accountable. ESAP operates as a trust fund into which various donors contribute, including the EU, Ireland, and the United Kingdom. The programme is currently supporting 22 local CSOs (referred to as 'Social Accountability Implementing Partners') and an additional 60 sub-partners. It has used USD 25.6 million for the programme spread over 400 *woredas* and will remain under implementation up to 2023 (ESAP 2020).

The Civil Society Support Programme (CSSP)

CSSP is a pooled fund for strengthening the capacities of Ethiopian CSOs. The first phase (2011-2017) was financed by Irish Aid, UK Aid/DFID, NORAD, SIDA, The Netherlands Embassy, and the Government of Canada. UK Aid, Embassy of Ireland, Embassy of Sweden, and the Royal Norwegian Embassy are currently supporting the second phase which is to remain operational up to 2023. Currently, 48 lead grantee CSOs and 103 co-implementing CSOs have received ETB 294,276,832 from the programme.

The United Nations (UN) Country Offices

The various UN offices have several support or funding windows for CSOs. For example, Ethiopian CSOs are benefitting from the Small Grants Window of the UNDP's Global Environmental Facility. The most important source of funding is perhaps the UN Office for Coordination of Humanitarian Assistance (UN OCHA). Established in 2006, the Ethiopia Humanitarian Fund (EHF) responds to conflict-related crises and disasters triggered by natural hazards, such as droughts, floods, and disease outbreaks. CSOs are key implementing arms. For example, the UN OCHA 2020 Humanitarian Funding Update indicates that USD 39.9m or 69 percent of the total budget was allocated to 22 International Non-Governmental Organizations (INGOs) that implemented 76 projects. In addition, four local CSOs through their 12 projects have executed activities with an allocation of USD 3.6m, which is 6% of the total budget (OCHA 2021).

The international development partners in Ethiopia have established the Development Partners Group (DPG) which was established in 2001 initially as the Development Assistance Group (DAG) comprises 30 bilateral and multilateral partners. The DPG was established to foster and catalyse policy dialogue and to coordinate and harmonize development partners' support for the Government of Ethiopia's preparation, implementation, monitoring, and evaluation of the national development plan and the SDGs (UNDP 2020).

DAG had established various technical working groups to facilitate its operation, and the Governance Technical Working Group (GTWG) is one of these groups. The GTWG also

has subgroups such as the Human Rights and Democracy Sub-Group (HRDSG), and Civil Society Support Group (CSSG). In the past, these subgroups were very active and worked with CSOs in areas of promoting an enabling environment for the sector. It would appear that active collaboration has slowed down since the change of the political leadership as the government began to address the outstanding issue of creating an enabling environment for CSOs' operations.

Domestic Resources for CSO Operations

In general, the mobilisation of domestic resources in support of CSO operations is undeveloped and the contribution of domestic sources remains insignificant. Under the previous CSO law, access to domestic resources was almost impossible due to the extremely stringent conditions CSOs were required to meet to mobilise funds. The experiences of CSOs attempting to engage in income-generating activities to support their operation is not significant. In fact, none of the local CSOs interviewed for this study have any strategy to engage in local fundraising activities or for the diversification of their funding base. Various reasons have been mentioned for this state of affairs, including lack of interest by the business community, misperception of CSOs as financially affluent, a poor culture of volunteerism, and lack of experienced staff in areas of fundraising.

A few CSOs, for example, Ethiopian Women Lawyers' Association, EHRCO, Network of Ethiopian Women's Associations, Mekedonia Humanitarian Association, and Mary Joy Ethiopia, attempted to mobilise local resources through organizing fundraising events. However, despite the changes in the legal framework since 2019, there are no noticeable domestic resource mobilization efforts by CSOs either at the federal or regional levels.

Tax Incentives: In addition to the more favourable CSO legal framework, the Federal Income Tax Proclamation No 979/2016 offers tax privileges that should support the domestic resource mobilization efforts of CSOs. For example, it stipulates that a taxpayer may donate up to 10% of its taxable income for each tax year to support CSOs (FDRE 2016). Article 65 of the same law exempts "*the income of non-profit making organizations other than business income that is not directly related to the core function of the*

organization" from income tax. In addition, depending on the nature of the projects being implemented, CSOs registered at the federal level have dutyfree privileges to import vehicles and other important materials[30]. However, the tax law does not give preferential treatment to the business activities of CSOs and hence they are subject to all forms of tax on the same basis as other business organizations. The current study found that almost all CSOs are not aware of the tax regime and could not make use of any opportunities that are available.

Government support: As part of mobilizing domestic resources and reducing dependency on foreign aid, government support to CSOs is critical. This also serves to forge the relationship between government and CSOs. The study observed that there are few government institutions extending support to CSOs in different forms, including availing office space, covering experts' salaries, providing land, or implementing projects jointly. Afar Regional State Bureau of Education provided office space to Afar Region Teachers' Association and is covering the salary of two elected officials of the Association. Similarly, the Oromia Regional Government implemented some projects jointly on a cost sharing arrangement with CSOs including Wateraid, ECC Development Coordinating Office of Meki, and Save the Children.

Corporate social responsibility: The mapping study found that there are some business organizations extending support to local CSOs as part of their corporate social responsibilities. The Great Ethiopian Run, which is a private entity, has been used to raise funds for local CSOs as well as for advocating for human rights issues such as women and children's rights. Similarly, as part of its corporate social responsibilities, Ethio-Telecom is supporting the activities of various local CSOs. The banking industry is also showing a growing interest to support the work of CSOs (Sengeh 2021)[31]. The current partnership between CSOs and the private sector is still in its infant stage and may bge described as

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[30] Regional CSOs are complaining for not having the same privilege.
[31] For example, Awash International Bank extended support to local and international CSOs at various times, including support to SNV Netherlands Development Organization, Care Ethiopia, Centro Aiuti per I'Ethiopia (The Aid Center for Ethiopia), Ethiopian National Association of the Deaf Blind, Deborah Foundation, Gergesenon Mental Health Vulnerable Help Association, Hundee Oromo Grass Root Development Initiative, etc.. Dashen Bank also provides financial support to local CSOs working in the areas of children, environmental protection, and health and community empowerment programmes.

philanthropic partnerships, whereby a corporation donates money, products, or services to the partnering CSO. However, this partnership should develop into more strategic partnerships that can create a much more dependent relationship between the two actors based on mutual exchange of ideas, resources, and efforts.

Gaps in the legal framework: The absence of a legal framework that encourages a social enterprise approach is another gap that should be addressed to support the work of organizations focusing on social, economic, or environmental causes. The existing legal regime has only two dichotomies for the private sector - business and CSO. There is no special law that governs social enterprises that may engage in business activities and generate financial returns for social purposes. Although the CSO law recognizes the rights of CSOs to engage in business activities, this law does not give CSOs special treatment as compared to ordinary business ventures.

In general, reliance on foreign funding has a multitude of negative impacts on local CSOs as it may weaken their accountability to the community, "undermines their legitimacy and strengthens arguments made by governments that they are 'foreign agents'" (CIVICUS 2019). CSOs should work on how to strengthen the local culture of giving, and emphasise the role of local assets which is critical in allowing communities "to develop ownership of their funds and drive the transformation of their own situations" (CIVICUS 2019). At the same time, "complex donor requirements, stringent funding criteria, donors' demand for matching funds, changes in donors' priority and shift of focus" make it difficult to access foreign funds (ECSF 2016, p5).

6. COLLABORATION

6.1. Collaboration, Networking, and Partnerships within the Sector

Global experience shows that there is a growing importance and increased practice of CSOs collaborating in multi-organizational networks and partnerships aimed at attaining economies of scale in pursuit of shared objectives. In particular, significant attention and focus have been given to the formation of civil society networks to enable CSOs to achieve greater development outcomes. Successful civil society networks enable CSOs to amplify their voices and achieve greater influence and impacts in policy, democratic governance,

and social change. The level of collaboration and networking within the civil society sector is an important indicator for measuring the level of development and maturity of the sector in a country.

Civil society networks can be composed of informal/ad hoc relationships or formal bodies that are legally registered and institutionalized. Civil society networks may be known by many different names, including coalition, alliance, apex body, association, movement, federation, etc.

Formal civil society networks are a relatively recent phenomenon in Ethiopia. The Consortium of Christian Relief and Development Associations (CCRDA), which was initially formed in 1974 to coordinate the relief efforts of the NGO community, was the most visible formally registered civil society umbrella organization until the turn of the 21st Century. Only a few other umbrella organizations, such as the Council of Ethiopian Voluntary Organizations (CEVO), the Society for Participatory Development in Ethiopia (SPADE), the Federation of Ethiopian National Associations of Persons with Disabilities (FENAPD), and the Consortium of Reproductive Health Associations (CORHA), existed in the late 1990s (Gizaw 2008).

In fact, until the enactment of the CSP in 2009, there was no clear legal framework for regulating the formation and operation of civil society networks, which made the legal status of such networks at best shaky. It was claimed that this legal vacuum partly contributed to the underdevelopment of formal civil society networks in Ethiopia. Despite the legal gap, a number of civil society networks were formed in the early 2000s, mainly as part of the poverty reduction processes and the adoption of the RBA by most development partners. Some INGOs, civil society programmes of donors as well as global and national programmes on AIDS, Tuberculosis, Malaria, etc., played significant roles in initiating and facilitating the formation of civil society networks.[32]

The EU-CSF NSAs Mapping Update study of 2008 identified 50 registered networks of CSOs. The Updated CSO Mapping Study report of 2014 reported that 53 NGO/CSO

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[32] For instance, the Ethiopian multisectoral AIDS support programme (EMSAP) facilitated the formation of associations of PLHIV at national level and in all regional states.

networks had received registration from the CSA, although the report noted that many of the registered networks might not be operational. As per the registry data received from ACSO, there were 50 CSO networks registered with the Agency as of May 2021 (38 reregistered and 12 newly registered as per the CSO Proclamation No. 1123/2019).

Formal CSO networks usually register at Federal ACSO, even if they operate only in one regional state. However, there are some region-based CSO networks that are registered at a regional level. Examples include Women Federations in most regions, NeCSOO in Oromia, SNNPR Civic Societies Union, and the Union of PWDs in SNNPR. Accordingly, the total number of formal CSO networks in the country would be 50 registered at the federal level plus those CSO networks registered at a regional level.

Several important trends and features can be observed from assessing the status of existing formal CSOs' networks in Ethiopia. Notable among these include:

- The number of formal networks was in a downward trend in the period between 2014 (the last Updated CSO Mapping Study) and 2019 (the issuance of the new CSO law). During this period the number of formal CSO networks registered at the federal level decreased from 53 to 38. Most CSO informants stated that the restrictive legal regime established under the 2009 CSP, which limited the mandate and operation of CSO networks, was the major factor for this negative trend. However, this has been reversed and the number of formal civil society networks has been increasing since the enactment of the new CSO law in 2019. Almost a quarter (24%) of the existing civil society networks registered at the federal level have been established since 2019.

- Most of the existing civil society networks in Ethiopia are thematic in focus. For instance, networks of associations of PLHIV are present in all administrative regions as well as at the national level. Accordingly, networks of associations of PLHIV represent more than 25% of the number of civil society networks registered at the federal level. Networks of associations of other vulnerable groups (women, people with disability and the elderly) are also among the relatively active and visible civil society networks. A recent study asserted that most civil society networks in Ethiopia either belong to or work for specific weaker and vulnerable segments of society (CSSP

II 2021).

- Regional branches of national-level umbrella organizations, particularly the regional chapters of CCRDA, have been serving as collaboration and coordination forums of the civil society sector at regional levels. However, there have been initiatives to establish region-based and sector-wide CSO networks in the last decade. Accordingly, some regional CSO networks with broader mandates such as the Network of CSOs in Oromia (NeCSOO), Association of CSOs in Tigray (ACSOT), and Benishangul-Gumuz Development Associations Network (BGDAN) were formed and have been operating for the last several years. Region-based CSO networks have also been recently formed in Gambella, Dire Dawa, Amhara, and SNNPR. However, except for the NeCSOO, which has more than 50 members, the other region-based CSO networks have limited membership (most of them less than 10 CSOs).

- Most networks focus on building the capacities of members. The policy advocacy work of most CSO networks in the last decade has been focused on improving the enabling environment for CSOs, particularly improving the CSO legal framework. Within the prevailing restrictive political space, some networks were able to work on and influence policies, including facilitating the enactment of a social protection strategy, ratification of regional and international instruments, and implementation of international commitments. However, the policy advocacy engagement of networks, particularly convening the membership for collective actions on important and topical regional, national or international issues, is not strong.

There are also a number of informal, usually project or issue-based partnerships, among CSOs in Ethiopia. The major civil society support programmes in Ethiopia (CSSP, CSF and ESAP) have adopted partnership or coalition approaches in their grant-making procedures. Moreover, these programmes usually facilitate information and experience sharing among their respective grantees. Accordingly, these programmes have played significant roles in promoting collaboration among CSOs, including the formation of ad hoc and project-based partnerships.

In the years before the coming into effect of the 2009 CSP, many international NGOs were shifting their mode of operation from direct/self-implementation to strengthening the

capacities of local CSOs, including the formation of networks. This approach contributed to enhancing collaboration between local and international CSOs as well as among local CSOs. However, the various provisions of Proclamation No. 621/2009 discouraged INGOs from engaging in strengthening local CSOs and forced them to focus on self-implementation. This situation has impacted the level of collaboration and networking within the sector, particularly the collaboration and partnership between international NGOs and local CSOs.

The new CSO law issued in 2019 encourages international CSOs to work in partnership with and strengthen the capacities of local organizations. However, some transition period is needed for international CSOs to shift from direct implementation to implementation of projects through partnership with local organizations. Accordingly, the study team observed that collaborations and partnerships between international NGOs and local CSOs are still very weak in all the regional states visited.

The participation of Ethiopian CSOs in regional and global CSO networks and platforms is very limited compared to other countries. For instance, the East Africa CSOs Hub has 159 CSO members drawn from eight countries. Only six Ethiopian CSOs are members of the Hub, while 55 CSOs from Kenya and 30 CSOs from Uganda are members.

The new CSO law issued in 2019 has introduced a more conducive legal framework that should facilitate collaboration, networking, and partnerships within the sector. In particular, it allowed for the official establishment of the Ethiopian Civil Society Organizations' Council (ECSOC) in December 2020. One of the powers and functions assigned to the Council is to coordinate the civil society sector in the country.

Networking and partnership building requires robust communication and information strategies and should also deploy the use of innovation and technology to ease the cost implications and "consultation fatigue". Accordingly, the fast growth and advancement in communication technology should provide a good opportunity for CSOs to strengthen collaboration and coordination within the sector. However, this requires CSOs to adjust and build capacity in using innovative approaches and technologies to facilitate networking and partnerships within the sector, which is not very strong currently.

6.2. Collaboration and Dialogue with the Government

In general, CSOs implement their projects by signing agreements with relevant government agencies at federal or regional levels. Most development projects of CSOs are implemented at a regional level and are coordinated by BoFED and concerned sector bureaus. Some CSOs working on rights issues implement projects without signing project agreements with regional BoFEDs. For refugee-related projects, CSOs sign agreements with the Administration for Refugees and Returnees' Affairs (ARRA). The practice of implementing CSO projects through signing agreements with relevant government institutions has contributed to enhancing collaboration between CSOs and the government, at least within the scope of implemented projects.

Outside project implementation, dialogue between the government and CSOs occurs at different levels and through various structures and platforms. In this regard, some of the ones identified by this study include the following:

Government-Non-Governmental Organisations Forums (GO-NGO Forums): GO-NGO forums have been established, mainly at regional and local levels, with the objective of facilitating the relationship between CSOs and the government. These forums are much more active at regional levels and are hosted by BoFEDs. GO-NGO Forums also exist at sector level (usually education and health) in most regions. These forums serve as important platforms for both the government and CSOs to discuss matters of common concern. The forums have also been instrumental for the exchange of information and sharing best practices both from the CSOs and government sides.

Despite such important roles and contributions, the forums have faced various challenges and limitations. The mandates and working procedures of the forums are not always clearly and expressly articulated. Regular meetings of the forums are not adequately observed, particularly since the occurrence of the COVID-19 pandemic. These challenges have negatively impacted the effectiveness of the forums in promoting collaboration and dialogue between CSOs and the government.

Thematic coordination forums and platforms: There are several thematic coordination and dialogue forums established between CSOs and the government. In some cases, these

forums include development partners or other stakeholders and are usually hosted by federal or regional government institutions. Some of these coordination and dialogue forums/platforms, particularly forums in social and economic development sectors, have existed since before the new CSO law was issued in 2019. However, several coordination forums, particularly on thematic issues related to human rights and peace, have been formed after the issuance of the new CSO law. This indicates the improved political space and change of government policy towards strengthening coordination and dialogue with CSOs. Some of the major thematic coordination and dialogue forums/structures identified include:

- Extractive Industries Transparency Initiative (EITI)
- National Anti-Human Trafficking and Smuggling of Migrants Task Force
- Civil Society- EHRC coordination platform on Human Rights
- Ministry of Peace and CSOs Taskforce to Promote Peace
- National Media Forum
- National Census Advisory Committee
- Technical Working Group on Disaster Response Management
- National Youth Taskforce
- Technical Committee on SDGs (Planning Commission)
- High-Level Advisory Committee of the MoWCY
- CRGE Facility Advisory Board
- TWG-Education Sector Development Programme.

Representation in government institutions and structures: Some laws specifically provide for the representation of CSOs in government institutions or administrative structures. Again, there is a growing trend of including the representation of CSOs in government administrative structures in recent years as part of the political reform. The participation of CSO representatives in different governing structures (Boards or Councils) of government institutions is very important in promoting collaboration and dialogue between CSOs and the government. Some of the major governing bodies of government institutions in which CSOs are represented include:

- Governing Board of ACSO

- Nomination of Board of the NEBE

- Ethiopian Environmental Council

- Federal Transport Council

- National AIDS Council

Community Care Coalitions (CCC): CCCs are engagement platforms at the lower/community level in which CSOs and government agencies work in partnership to address certain communal issues. The CCCs were initially introduced by UNICEF and later scaled up by the government and established in most parts of the country. They are constituted by people representing different stakeholders, including residents, government agencies, religious institutions, CSOs, etc. Although the CCCs are not part of the government structure, they have been highly influenced by government and party officials. This has raised questions on their independence and their ability to serve as genuine platforms for dialogue between CSOs and the government. The CCCs used to be active during the previous mapping study, but they are now less active in most regions.

In conclusion, this mapping study makes the following general observations on the issue of collaboration and dialogue between CSOs and the government:

- The existence of political will on the part of the government is very important to allow effective collaboration and dialogue between CSOs and the government. In this regard, there is an improving trend and demonstrated policy shift towards a more enhanced collaboration and dialogue with CSOs.

- Besides political will, the existence of appropriate structures and procedures is very important for the practical realization of collaboration and dialogue between CSOs and the government. As discussed above, different collaboration forums and structures exist. There is also an increasing trend of establishing more coordination and dialogue platforms between CSOs and the government. However, there are still significant gaps in putting in place adequate structures and procedures for CSOs' effective participation in government policy-making processes both at federal and regional levels.

- The capacity of CSOs to effectively dialogue with the government is also a critical issue. The sector has been less engaged in advocacy work in the last decade due to the restrictive enabling environment. Accordingly, the CSOs lack adequate experience and expertise to effectively dialogue with the government and participate in policy processes.

6.3. Collaboration and Dialogue with Other Key Development Partners

Apart from the government, one of the key stakeholders with whom CSOs need to collaborate and dialogue is the donor group. In addition to providing financial and technical support to CSOs, the donor group has played an important role in facilitating collaboration and dialogue between CSOs and the government. In particular, the Civil Society Support Group (CSSG) under the DAG, now the DPG, had been actively working with CSOs in promoting an enabling environment for the sector.

Promoting aid effectiveness requires active and effective dialogue between CSOs and development partners, including on the policies and programmes of donors. In this regard, some donor programmes like CSF III, CSSP2 and ESAP II involve CSOs in their governing structures. Moreover, the information gathered for this study indicates that most development partners consult CSOs in the process of developing their strategies and programmes. These practices show the existence of some level of collaboration and dialogue between CSOs and the donor community. However, some informants stated that the level of dialogue between CSOs and donors is not up to the level required by the principles of development effectiveness. There are no adequate structures and procedures for dialogue for CSOs to effectively influence donor policies and programmes.

Other key development partners with whom CSOs need to collaborate and dialogue include the private sector and the media. However, this mapping has not identified any significant initiative regarding collaboration and dialogue with these key stakeholder groups.

7. REPRESENTATION AND CONSTITUENCY BUILDING

Serving as an interlocutor between the citizenry and the state by mobilising and enabling citizens to effectively participate in politics and public affairs is one of the major functions of civil societies. Participatory democracy theory connects participation with greater levels

of political efficacy (Montoute 2016). This is because participation increases citizens' political awareness, increases efficacy and empowerment, and promotes a more equal and more stable society (Hilmer 2010). A theoretical link between CSOs and their ability to mobilise political participation has a rich history.[33] Civic agency, i.e. an agency with the ability to limit state power, provides alternative channels for representing interests, and strengthened state–society relations is theoretically assigned to civil society (Diamond 1994). CSOs play this role through engaging in policy advocacy, promoting government accountability, and strengthening state-society relations, or representing the voices of marginalized citizens.

Within a restrictive and challenging political context, many CSOs in Ethiopia have been striving to influence policies and to promote the participation of communities in public affairs. CSOs have indeed influenced various development policies, the ratification of international instruments, and the implementation of international commitments. In particular, CSOs have played important roles in representing and influencing policies affecting vulnerable groups. In this regard, the policy advocacy achievements of Ethiopian CSOs on disability and gender issues are worth mentioning.

CSOs in Ethiopia have also used different approaches and tools to foster society-state relations. For instance, the social accountability approach promoted by some donors has enhanced the role CSOs play as intermediaries between communities and government agencies. The community conversation and SHG approaches employed by many CSOs have also enabled CSOs to mobilise and empower communities to actively participate in political and public affairs. This is particularly the case for CSO projects targeting rural communities, especially rural women.

Despite some important initiatives and achievements in influencing policies, the role of CSOs in Ethiopia in representing communities, mobilizing their voice and ensuring their participation in political and policy processes has not been strong. A number of studies

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[33] In the 1830s, French thinker Alexis de Tocqueville, argued that the young American democracy was sustained via citizens' participation and that citizens' participation was largely enabled by CSOs.

have consistently asserted the limited role of Ethiopian CSOs in policy advocacy, particularly on sensitive political issues.[34] The civic agency or the role of CSOs in shaping or challenging policy is not adequately recognized by the government and communities, nor indeed by the sector itself.

The level of civil society representation is closely linked to the extent to which the civic and political space is open. Accordingly, Ethiopian CSO initiatives and engagement in policy advocacy have been seriously challenged by the narrow civic and political space that has been prevalent in the country. Some writers characterize the policy making process in Ethiopia as highly centralized and heavily dominated by the upper reaches of party and executive leadership, or policy elites (Sewnet 2019). This policy-making practice/culture has limited the effective participation of citizens and CSOs.

The centralized and exclusive policy-making approach was vividly reflected in the various restrictive provisions of the CSP. This ensured that most CSOs could not engage in the law and policy-making process, and many shifted their interventions to technical development and service delivery. Although there are have been some improvements in opening up the civic space and the policy making process since the start of the recent political reforms being implemented in the country, CSOs have yet to sufficiently and effectively utilize the opportunities and shift the focus of their role from service delivery to civic agency.

To effectively play a civic agency or representation role, CSOs need to build their constituency and enhance their legitimacy and public trust. However, constituency building has been a major challenge in the Ethiopian civil society sector. Some of the major situations and issues include:

- Narrow membership base or limited direct constituency of most CSOs in Ethiopia. The civil society sector is dominated by board-led CSOs. For instance, the ACSO registry shows that more than 65% of those newly registered CSOs are board-led CSOs, which are characterised by small membership.

- Heavy reliance on donor funding and less connected with grassroots (inadequate

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[34] Some of these studies include: Oxfam and CRDA, Constituency Building, 2003; Gedefaw Sewnet, Participation of CSOs in Public Policy Making: Overview, 2019

engagement of communities, less mobilization and use of community resources); low community ownership of CSO initiatives and inadequate public trust.

- Although mass-based associations (local/ethnic development associations, youth and women associations, etc.) have a large membership base, most of them have been affiliated with the government and their independence to represent communities has been questioned.

The civic agency or the role of CSOs in public agenda-setting or policy advocacy is not adequately recognised by the sector itself. One of the negative impacts of the oppressive CSP regime was its effect on how CSOs define their role or how they see themselves as a sector. Many CSOs came to define their role in terms of working within the government development policy framework, excluding or undermining their role in development agenda setting and shaping or challenging policies (Broeckhoven, et al. 2021).

This impact of the CSP is still lingering and the sector lacks adequate commitment as well as capacity to effectively play its representation role. An organized and common voice of the sector is important for CSOs to effectively play a civic agency role or engage in policy advocacy. However, the lack of strong collaboration and networking within the sector in Ethiopia has affected the representation role of the sector.

Recent developments in information and communication technology, particularly the social media phenomenon, have significantly impacted methods of political expression, participation, and engagement, reducing the importance of traditional forms of CSOs in organising political participation. Accordingly, the representation role of conventional CSOs in Ethiopia is further challenged by the advent of social media and the prevalence of informal protests and other movements. In the discussion with CSOs, most admitted that individual activists and other informal movements are more active and visible than organised/conventional CSOs in mobilizing/representing communities on some political/policy issues.

8. ACCOUNTABILITY, TRANSPARENCY, AND SELF-REGULATION

Practicing transparency and accountability is one of the guiding principles included in the Istanbul Principles for CSO Development Effectiveness. Civil society accountability is both a necessity and a duty. With growing size, increased visibility and roles in development and governance, civil society has a greater responsibility to account for what it does and how it does it. Accountability is a factor of legitimacy and therefore an element that is necessary for the sustainability of individual CSOs and the civil society sector as a whole.

The notion of accountability is complex, especially when it is applied to CSOs, because of the multiplicity of stakeholders and constituencies that they engage with and for whom they are accountable. They must be accountability to those that provide them with finance and legal status (donors and governments); to their constituencies and beneficiaries; to their own mission, values, and staff; and to their fellow CSOs.

Accountability to the government takes different forms and occurs at different levels depending on the types and operations of CSOs. Generally, CSOs have organizational-level accountability to registering and regulatory agencies. Accordingly, CSOs registered at the federal level are accountable to ACSO and are required to submit periodic reports to it. The information gathered for this study indicates that the accountability of CSOs registered at regional level is weak. There is a lack of a clear appropriate legal framework in most regions. Moreover, the registering and regulatory agencies lack the capacity, including the necessary systems and tools, to effectively regulate the CSOs they have registered.

Regarding project level accountability, most CSOs implement projects by signing project agreements with regional BoFEDs and relevant sector offices. This is followed up by periodic reporting as well as joint evaluations (mid-term and final) of signed CSO projects. These practices have been identified as important tools in promoting accountability. However, government officials in most regions have complained that some CSOs do not

comply with their obligation to submit reports, while others disappear without making formal project exits. They also complained that some CSOs implement projects in their regions without notifying, or having a project agreement with, the regional authorities.

Accountability and transparency of CSOs towards their beneficiaries and constituencies, and to their core values and missions, is complex and challenging. Most CSOs contacted claim that they adequately engage beneficiaries and communities both in the design and implementation of their projects. Both CSO and government informants stated that it is a common practice for CSOs to organize project-launching events. These events serve as a medium for providing information on CSO projects and help in establishing transparency. However, there are several concerns and challenges regarding the accountability and transparency of CSOs towards their beneficiaries or their core values. These include:

- The programme management and financial administration practices of most CSOs are not adequately transparent, particularly to communities and beneficiaries. Moreover, very few CSOs publish their annual reports for public scrutiny.

- Government stakeholders and even some CSO representatives have stated that many CSOs are more driven by funding than accountability to their core vision, values, and missions.

- From discussions with CSOs, the commitment of board members to ensure the transparency and accountability of their organizations is not usually to the required level. Sometimes board members are chosen for their family ties and friendship, and hence they have little or no courage to check the operation of the management of the organization.

Self-regulation and accountability to fellow CSOs is not well developed in Ethiopia. The most notable CSO self-regulation initiative in Ethiopia is the "Code of Conduct for NGOs in Ethiopia," which came into force in March 1999 and was revised in 2005. The Code delineates the minimum ethical standards signatories must observe and provides for enforcement. The Code was initially signed by 165 NGOs and this number has been increasing, although it is still only in the few hundreds. Thus, the Code applies to a fraction

of the civil society sector. Moreover, the effectiveness of the Code in achieving its objectives has been challenged, among others, by the ambitious and generalised nature of the standards and weak enforcement mechanisms.

There are also some other self-regulation initiatives in the CSO sector in Ethiopia. Examples include:

- Ten networks, namely, CCRDA, CORHA, ECSF, FEAPD, PDN, COSAP, NeCSOO, BGDAN, Consortium of Ethiopian Human Rights Organisations (CEHRO) and NEP+ indicated that they have a Code of Conduct applicable to their respective member CSOs.

- Some CSOs, mainly international, claim that they have their own code of conduct that governs organizational and individual behavior.

- The Ethiopian Civil Society Organisations' Council has recently endorsed a Code of Conduct to strengthen the internal governance system of CSOs, and to make them more democratic, transparent, and accountable to stakeholders. As the Code was launched only last May, its impact on promoting civil society accountability and transparency is yet to be seen.

9. OPPORTUNITIES AND STRENGTHS

Regulatory Framework for CSOs

In the previous mapping study, the regulatory framework has been mentioned as a key challenge affecting the operation and existence of CSOs. However, following the 2018 political reform in the country, the regulatory framework for CSOs has experienced a drastic shift from being a threat to an opportunity. The new CSO law, specifically, and the political reforms happening in the country, in general, have been mentioned as key opportunities for the operation of CSOs. The new law has been crafted based on international human rights standards that deal with freedom of association, and hence is considered by many informants as a liberal piece of legislation that promotes and protects the work of CSOs in Ethiopia.

The new law has introduced remarkable and enabling changes in the administration and operation of CSOs which seek to guarantee a range of rights to citizens and civil society organizations (FDRE 2019). The 2019 proclamation recognizes the right of citizens to establish an association for any lawful purpose; to seek and access funds from any lawful source, and to engage in business activities. It also redefines administrative costs based on international practices; provides for broader representation of CSOs on the Board of the ACSO; provides for an easier and expedited registration process; ensures the right of all CSOs to judicial recourse against any administrative decision; balances the mandates of ACSO both as a supervisory and supportive organ to CSOs, and accords recognition of self-regulation.

Perception of Government Offices towards CSOs

The perception of government offices towards the role of CSOs as development partners is improving, as confirmed by the informants both from government and CSOs. Some government offices provide official recognition and award best performing CSOs. During a meeting with CSO representatives in December 2020, the Prime Minister publicly acknowledged the importance of a vibrant and non-partisan civil society to the country's journey to democracy. This is in line with the call by the UN Human Rights Council which urged states "to acknowledge publicly the important and legitimate role of human rights defenders in the promotion of human rights, democracy and the rule of law as an essential component of ensuring their protection, including by respecting the independence of their organizations and by avoiding the stigmatization of their work".[35]

The political Reform

We have seen that political context shapes the ways in which CSOs operate in a given country. The political context has been changed in Ethiopia following the rise of Prime Minister Abiy to power. The new administration removed laws affecting the democratic space and enacted to control democratic institutions such as the media, CSOs, and political parties. For decades, the ruling party (Ethiopian Peoples' Revolutionary Democratic Force,

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[35] UN, HRC (2013), Resolution on protecting human rights defenders, A/HRC/RES/22/6, 12 April 2013, preamble.

now the Prosperity Party) governed without checks and balances, and without direct accountability to citizens, civil society organizations, and the free press. The government has now amended important laws governing the media, political parties, and other democratic institutions. A new media law and media policy have been endorsed, and the anti-terrorism proclamation has been amended. These changes may be seen as an impetus to the effective operation of CSOs.

The Revitalization of the GO-NGO Forums

These forums have been in place for a long time, although their effectiveness has been the subject of criticism. One of their main limitations, as noted by the previous CSOs Mapping study, was the unequal partnership arrangement between CSOs and the government. The government used these forums merely to channel its agenda with little or no attention to the issues of CSOs. The forums played no role in creating an enabling environment for the sector. However, the current mapping study noted that there are improvements in the rules of engagement between CSOs and government counterparts in using and running these forums. CSOs are playing a more active role in setting agendas and organizing the forums. In some regions, steering committees have also been established comprising CSOs.

Quality of Services by Government Offices

Despite certain limitations discussed under 'challenges and limitations' below, CSOs acknowledged improvements in the quality of services provided by government offices. Huge credit goes to ACSO's leadership and its officers. This change has been acknowledged by the wider informant groups as one opportunity for the effective operation of CSOs.

The Establishment of ECSOC

Article 85 of the CSO Proclamation provides for the establishment of the ECSOC with mandates to represent the CSOs and issue a code of conduct. As a representative of the sector, the Council is expected to play an important role in promoting and protecting the interests of CSOs. In addition, the establishment of the Council will assist in strengthening the self-regulatory system.

Introducing New Development Approaches to the Government System

CSOs have valuable contributions to make in introducing new development approaches. For example, the Accelerated Learning Programme which was initiated by CSOs is now espoused by the government. Similarly, Early Child Care Development and Education (ECCDE) programmes, including kindergartens, were predominantly operated by non-governmental organizations, but later were adapted by the government into its primary education system. Another example is Ecological Organic Agriculture. This has been promoted by a local CSO, namely the Institute for Sustainable Development, for a long time, and is now included in the ten-year development plan of the government.

General Contribution of CSO to the Development Process

Many CSOs work in remote and inaccessible areas and harsh environments, although there are still complaints by some government offices that CSOs are not working in such areas with the required level. Nevertheless, the contribution of CSOs in the provision of basic services such as health, education, livelihoods and water is highly appreciated by the regional governments. Some CSOs have brought about noticeable policy and practice changes in areas such as Female Genital Mutilation (FGM), Gender-Based Violence (GBV), and Harmful Traditional Practices (HTP) at community level. Resource mobilization is another area of strength of CSOs despite great challenges in accessing funding, and heavy reliance on foreign sources. In the areas of job creation, providing support to vulnerable and disadvantaged groups, etc., there are encouraging initiatives by some CSOs in diversifying their sources of finance through income generating activities.

10. CHALLENGES AND LIMITATIONS

As previously noted, the structure and operation of CSOs are highly dependent on the political and economic system of a country. The relationship between CSOs, the government and the political system will be determined by the nature of the law and the responsible organ that is empowered to supervise the registration and operation of CSOs, and this may vary from time to time. "In order to operate effectively, civil society must have the space to speak out, to educate, to mobilise and to ensure that everyone can

participate in the democratic processes of their country" (Howard, et al. 2014, 7). Therefore, in a country where the space for democratic governance is restricted, CSOs may not be able to operate effectively, and the government may even view them as a threat to its survival.

In the Ethiopian context likewise, CSOs have experienced different regulatory approaches following the various political situations. In the pre-1974 period, the registration and operation of CSOs were regulated by the 1960 Civil Code which was believed to be liberal in its approach with an in-built judicial review mechanism. However, at a time when the legitimacy of the state was particularly challenged by the increasing number of CSOs, including trade and students' unions, the then government issued regulations in 1966 that made CSOs accountable to the Ministry of Interior.

The period from 1974 to 1991 (the Dergue socialist regime) witnessed a different set of CSOs administration and structure. Adhering to the socialist political ideology, the government suspended independent CSOs (with the exception of a limited number of humanitarian INGOs) and paved the way for the proliferation of state-sponsored mass-based associations. These included the All Ethiopians Women's Association, the All Ethiopians Youth Associations, and the All Ethiopians Farmers' Association. In contrast, the period from 1991 to 2005 witnessed a drastic shift in the growth and diversification of independent CSOs as a result of the adoption of the liberal Charter of the Transition period, and later the FDRE Constitution, both of which guaranteed fundamental human rights including the freedom of association.

The 1991 political change made a remarkable contribution to the growth of the CSO sector in Ethiopia in terms of their number and diversity, and their areas of intervention from relief and service delivery to sustainable development, including governance and human rights. However, the relationship between CSOs and the government deteriorated significantly after the 2005 national elections and the enactment of the 2009 CSP, which severely affected this growth trajectory (FDRE 2009, Arts. 15/3 and 55/2). This Proclamation and its subsidiary legislation had an unprecedented negative impact on the operations and existence of CSOs.

The CSP framework prohibited organizations receiving more than 10% of their funding from outside the country from engaging in human rights, democracy, and good governance activities. Considering the limited funding available locally, this forced several active organizations to stop their engagement in these important areas and significantly reduced the availability of funding in the sector overall. Some observers claimed that meaningful participation by Ethiopia's civil society in democratic governance became impossible due to such restrictions (Freedom House 2014). The following are some of the key impacts of the 2009 CSP:

1. Change in organizational mission and areas of interventions of CSOs, mostly from governance and human rights to service and development;

2. A decrease in the total number of CSOs;

3. A reduction in the number of CSOs' branch offices;

4. Concentration of CSOs in urban areas and lack of capacity to reach out to remote rural areas;

5. Loss of qualified staff and organizational leaders that also affected the dynamism of the CSO sector as a whole;

6. Poor recognition and implementation of the new CSOs law at the regional level; and,

7. Challenges in understanding the advocacy work of CSOs, confusing advocacy with politics.

Under the current context, CSOs still face a range of problems, despite the changes in the legal regime and political system. The following section deals with some of the key operational challenges and limitations CSOs continue to encounter.

- **Limitation in Community-Driven Development Approach** (CDDA): the informants who participated in this study expressed their concern regarding the development approaches of CSOs. Firstly, CSO projects are mostly driven by

donors' interests and priorities, which may not always align with the priorities of the government and targeted communities. The failure of CSOs to conduct needs assessments while designing projects was identified as a major limitation. The CDDA should be considered as an effective poverty-reduction and sustainable development strategy for the work of CSOs and other development actors. As the approach is guided by the principles of transparency, participation, accountability, and enhanced local capacity, it requires CSOs to ensure that the community has a say in the planning, implementation, and evaluation of projects.

- **Poor participation of CSOs in national and regional development plans:** the study found that there is a lack of structured dialogue between CSOs and the government on development policy issues at all levels. CSO participation and coordination in development plans and implementation is very poor. There are no national fora in which CSOs can debate and strategise on national issues. In any case, CSOs lack the capacity to engage the government on national issues from a united position.

  There are no clear mechanisms by the regional and federal governments to ensure the participation of CSOs in regional and national development agendas and legislative processes. The participation of CSOs in the planning, implementation, and evaluation of regional and federal governments' development activities would have benefited both sides. CSOs not only understand but also contribute to the development activities of governments. Similarly, the government would benefit from CSOs' varying human and financial capabilities.

- **Lack of coordination among government offices**: this has been mentioned as one challenge in many regions. There is no clearly established coordination between federal and regional government offices responsible for the supervision of the operation of CSOs. Many regions complained that there are CSOs operating in their respective regions having project agreements with government agencies at the federal level but without the knowledge of the regions. In addition, even among

regional bureaus, coordination is very poor in most regions, especially the coordination between regional finance bureaus and sector bureaus.

- **Emergency context challenges**: regions like Afar, Somali, and Benishangul-Gumuz and parts of Amhara and Oromia (Tigray is also expected to be the same) are suffering from emergency situations such as flood, locust, drought, internal displacement of persons, refugees, internal conflicts, etc.. This situation has shifted back the work of CSOs from sustainable development to relief and basic services again. In these regions, a substantial amount of funds are allocated to emergency situations which is at the cost of sustainable development programmes, including democratic governance. There are criticisms against those organizations engaged in emergency activities for their failure to integrate a sustainable development approach.

- **Challenges of access to resources (funding)**: although it has been observed that there has been an increase in the total amount of funds coming to the country through development partners, a significant number of local CSOs are complaining either about the scarcity of funding or the stringent requirements attached to foreign funds. Despite improvements in the legal environment in accessing domestic resources, CSOs still rely on foreign funds with no (or few) attempts to diversify their funding base. Most of the local or regionally based CSOs lack access to donor funding due to their limited capacity and access to funding information.

  Funding from the government to CSOs is generally not common, as few government offices provide support to CSOs (as discussed under section 2.4). In addition, CSOs are very weak in using volunteers, and their finance-based approach for every activity has brought about adverse effects, such as lack of cooperation from the community they work for and the misperception that CSOs are wealthy.

- **Weak capacity of government agencies**: for the operation of CSOs to be effective, the government's capacity in supervising and providing the necessary support to them is critical. Government offices should be adequately staffed with competent

professionals and be even-handed in fulfilling their role. However, the study observed that the coordination offices under the regional bureaus of finance remained understaffed. Moreover, the regional attorney generals' offices in particular suffered from poor data management, a problem that is even more critical at the federal level within ACSO. The Agency does not have consolidated data showing the type of projects being implemented and the amount of resources mobilized by CSOs. There are also ethical concerns raised by CSOs against individuals working in certain government offices both at the federal and regional levels. These include requests for unfair per diem, delays in feedback, and unacceptable bureaucracy.

- **Diversification of thematic areas**: while the previous CSO law severely curtailed the freedom of CSOs to operate, the current law removed such restrictions and guaranteed CSOs the right to operate in any lawful activity. The only limitation the current law stipulates is against international CSOs engaging in lobbying political parties, voters' and civic education and election observation, unless they receive explicit permission from the concerned authority. However, this study observed that the overwhelming majority of CSOs are still focusing on basic service provision in the areas of health, education, livelihoods, agriculture, etc. Governance issues such as human rights, peace and justice are addressed to a much lesser extent.

- **Project-based funding:** Donor funds available in the country to CSOs are project based, small in size and of short duration. This may not permit CSOs to sustain their initiatives, scale up innovative approaches, and strengthen their organizational and operational capacities. Under the project-based funding arrangement, CSOs are often forced to fine tune their priorities to that of donors, thus drifting away from their original mission and the interventions they know are effective, in order to meet donor funding requirements. Donor driven projects in most cases do not take into account the context and issues that CSOs stand for and activities that make a difference to a community's wellbeing.

- **Poor relationship with other independent democratic institutions**: political parties and the media are important institutions that can complement the work of CSOs. In addition, independent government institutions such as the Ethiopian Human Rights Commission (EHRC), the Ethiopian Institution of the Ombudsman, the National Electoral Board of Ethiopia (NEBE), and the House of Peoples' Representatives can play important roles in defending and promoting the work of CSOs. However, CSOs' relationships with these institutions is weak. With the exception of the EHRC, CSOs do not have a well-established working partnership with government democratic institutions. Regarding the mainstream media, poor relations are aften blamed on the high costs of using their services. At the same time, CSOs still fail to make good use of social media.

- **Weak internal governance and leadership of CSOs**: CSOs are expected to demonstrate a high degree of accountability to their stakeholders, such as government, donors, beneficiaries, members, and other CSOs (peers). Government institutions working with CSOs, and even CSOs themselves raised the issue of the weak internal governance of CSOs. Governing bodies such as their boards and general assemblies are not effective in exercising their fiduciary responsibilities.

  The accountability of CSOs towards their beneficiaries is considered to be very weak. Government offices expressed their concern that some CSOs do not comply with their reporting duties. Most CSOs do not publish their audit reports as part of their obligation to be transparent to the public and their beneficiaries. The issue of 'founder's syndrome' was also identified as a challenge affecting the institutional sustainability of CSOs. There is no clear leadership succession plan in most CSOs. The lack of skilled professionals in the sector was also noted as a key challenge of CSOs in Ethiopia.

- **Limited number of Women-Led and Women's Rights CSOs**: the number of women-led civil society organizations is very low, as confirmed by informants both from the CSOs and government offices. The number of women's rights

organizations is small as compared to other CSOs and women-focused CSOs. There are a considerable number of CSOs working on women's issues directly or as cross-cutting issues, but their focus is on economic empowerment, health, education, agriculture, etc. Not more than ten organizations have been registered as women's rights organizations. Although their neutrality is always questionable, there are party-affiliated mass-based women's organizations with large membership bases. The shortage of funds and the previous CSO law have impacted negatively on the capabilities of women's rights organizations to achieve their missions and build their human resources (which would require targeted recruitment of staff and retention of qualified staff with the right experience and skills).

11. CONCLUSION AND RECOMMENDATIONS

11.1. Conclusion

The political, economic, and social spaces in which CSOs operate are the key determinant factors in assessing the situation of CSOs. These contexts shape the way in which CSOs come into existence and operate. An enabling environment for CSOs promotes their ability to maximize their impact. In this study, we have seen that Ethiopian CSOs have been working in a very volatile and restricted political and economic space. It is only recently that the government has taken the bold measure to open the environment for the operation of CSOs by enacting a liberal CSO law as part of its overall political reform. For decades, the relationship between CSOs and the government has been constrained by mistrust and misunderstanding of roles. Despite such challenges, CSOs have made notable contributions to the well-being of the Ethiopian people.

Of the 3,077 CSOs identified by the 2014 mapping study, only 1,806 survived and re-registered and continued with their operations up to June 2021. The balance, which is 1,271 CSOs, either withered away under the harsh former CSO law or did not re-register at all. Since 2019, a total of 1,438 CSOs were registered as new entities by ACSO. Hence, about 45 percent of the total 3,252 registered CSOs are new, mostly local CSOs founded by Ethiopian citizens.

The study identified 2,446 projects[36] that are under implementation by CSOs in all regions, except Tigray. During the 2014 study, the figure for projects in these regions was 2,505, hence there has been a slight decline in theie number. CSOs operating projects in the regions has also declined, except for Gambella, BGR, and Oromia regions. This could be partly because of the absence of regional implementation agreements for some of these CSOs. It may also be that many of the newly formed CSOs are yet to become operational.

The mix of project activities, compared to the 2014 mapping study, has shown some growth and diversity, while at the same time indicating potential trends in reverting to the more traditional roles. Human development and social sector activities, such as child development, education and entrepreneurship, and economic empowerment for the youth, remain strategic focus areas aligned to the 10-year development plan of the country. Though not commensurate with demand, it is encouraging that a growing number of CSOs are undertaking local actions for promoting governance at large. Much more capacity and other resources are needed to guide these CSOs to engage in areas of strategic importance to the country (such as conflict management, human rights protection, and democratisation). Moreover, there is the need to scale up the various actions for policy consideration.

The 2014 NSAs Mapping study reported that the approximate value of ongoing NGO projects was US$ 1.788 billion.[37] The aggregated projects 2015 to 2021 budget from regional Finance Bureaus comes to ETB 67.13 billion, which is equivalent to US$ 2.346 billion (at average exchange rate), and US$ 2.02 billion[38] in real value terms. Hence, in addition to the diverse services and support provided to those in need, the sector has contributed to development financing and the earning of scarce foreign exchange for the country (as most of the funding comes from foreign donors).

It appears that a growing number of CSOs are reverting to the implementation of emergency and social welfare support projects for the destitute, the displaced, and

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[36] It is recognized that CSOs do implement much more projects without necessarily entering agreement with regional Finance bureaus

[37] Applying the 2014 exchange rate of 1 US$ = 20 ETB.

[38] By taking that $1 in 2014 is worth $1.16 today
https://www.in2013dollars.com/us/inflation/2014?amount=1

migrants, due to the current national context. Much of the emergency operators are ICSOs accessing resources from the bigger bilateral and multilateral sources. The growing demand for emergency support, in parallel with unfavourable international relations, is likely to further affect the availability of international donor resources to national CSOs (in particular) implementing actions for sustainable development and democratic governance in the coming years.

The regional governments, except in Gambela and Tigray, are yet to enact their respective regional CSO laws. Preparations are ongoing and it is advisable that proper consultations are held with CSOs before enacting these laws. On the other hand, all regional governments and the Dire Dawa City Administration have been registering associations founded to operate in their respective jurisdictions. Because of the expanded opportunities provided for exercising freedom of association, these developments are appreciated. It is worth noting that because of the expanded opportunities to register many of the CSOs identified as community-based organisations are now largely formal local CSOs. Much more effort is needed to improve these regional services to CSOs and to facilitate follow-up and support.

The establishment of the Ethiopian Civil Society Organizations' Council is a move in the right direction for self-regulation and representation. On the other hand, it is worrying that (of the different typologies of CSOs identified) consortiums or networks are the ones that showed a decline in number compared to the 2014 findings. Indications of constituency development and downward accountability in many of the networks appear to be stagnated for various reasons.

Finally, we have seen that the funding landscape for the local and smaller CSOs is becoming very challenging for various reasons. The overwhelming majority of CSOs rely on foreign funding. However, the global funding mechanism is tending towards stronger and larger CSOs for direct implementation of projects, thus making it difficult for small and local CSOs to compete and access resources. Local CSOs also lack the capacity to mobilize domestic resources despite improvements in the regulatory framework. The relationship between the business community and CSOs is still at the stage of philanthropic

partnership, where the focus is on basic services rather than on governance and human rights issues. Financial or in-kind support from the government is yet to develop. However, a few regional governments and the Addis Ababa City Administration extends support to CSOs in a variety of forms, such as cost-sharing, allocation of land, and full grants.

11.2. Recommendations

The following are the key recommendations coming out of the current CSO mapping study.

1. Improve the legal and institutional framework for CSO regulation

The promulgation of the new CSO law in 2019 has created the basis for an improved and enabling CSO regulatory framework. However, the effective application of the law requires the issuance of several subsidiary legislations, the majority of which are yet to be put in place. Moreover, the CSO regulatory framework at the regional level lacks clarity and consistency. While some regional states have issued regional CSO laws, others have yet to do so. Thus, the legal framework and institutional arrangement for the regulation of CSOs vary from one region to another. Although there are some efforts to create coordination and collaboration mechanisms between federal and regional regulatory bodies, there is a need to further strengthen such mechanisms. To address these issues, **it is recommended for ACSO and concerned regional bodies to improve the legal and institutional framework for CSO regulation.** More specifically, it is recommended to:

a. **Develop subsidiary and regional CSO laws:** ACSO and regional authorities need to develop, with adequate consultation with CSOs, subsidiary legislation, and regional CSO laws that are consistent with the 2019 CSO Proclamation. At the federal level, this should include the regulations of the Council of Ministers and directives of the Agency anticipated by the Proclamation, as well as primary and secondary legislation at the regional level.

b. **Strengthen the capacity of and coordination between government supervising bodies:** ACSO, regional bureau of finances and regional attorney general offices need to enhance their institutional capacity to effectively provide supportive supervision to CSOs. The GoE should also consider rolling out ACSO structures at regional levels.

c. **Establish/strengthen GO-CSO Forums:** A structured and institutionalized national GO-CSO forum should be established at the federal level. This forum should be managed and facilitated by ACSO and ECSOC. Moreover, there is a need to revitalize and institutionalize existing regional GO-CSO forums.

2. Improve development partners' policies and engagement with CSOs

Dialogue between development partners and CSOs is very important to ensure the quality of funding and to promote aid effectiveness. Although there has been some level of dialogue to date, there is a need to enhance and improve the scope and quality of dialogue between CSOs and donors. Moreover, the civil society landscape in the country has significantly changed in recent years with the imporved governance and regulatory context. Accordingly, development partners need to revise and adjust their policies for engagement with and support to CSOs in the country. More specifically, it is recommended to:

a. **Strengthen dialogue forums between CSOs and development partners:** Consider establishing a structured tripartite dialogue forum between development partners, the government and CSOs.

b. **Adopt innovative and flexible CSO funding policies:** Since the majority of existing CSOs are new, it is important for development partners to adopt funding policies and approaches that can accommodate new and emerging CSOs.

c. **Strengthen the intermediaries approach:** Based on the experiences from CSF III, CSSP2 and ESAP III, donors should be encouraged to channel funds that can reach small and informal CSOs. The Local Action and Flexible Grant approaches at CSSP2 could be scaled up. The approach would assist local and small CSOs not only to access funds but also to build their capacity. The coalition funding approach used by the three programmes has facilitated knowledge sharing between the larger and smaller local CSOs.

d. **Focus on providing capacity development and programme-based support to national CSOs:** Considering the emerging CSO landscape, which is dominated by new CSOs, donors' support should prioritize capacity development and programme-based support, as opposed to providing pure project implementation support.

3. Strengthen funding and ensure sustainability of CSOs

The mapping study has found that the majority of CSOs are heavily dependent on foreign funding. Domestic resource mobilization, including government support/funding and income generation, are very low. This situation is affecting the financial capacity and sustainability of CSOs. To address these issues, it is recommended to:

a. **Develop the culture of philanthropy:** In a bid to reduce the risk of dependency on foreign aid and enhance the relationship between CSOs and the community, CSOs should promote the development of community philanthropy. The approach requires building a local culture of giving, emphasising the role of local assets, and establishing structures and mechanisms for accountability.

b. **Advocate for a social enterprise legal framework**: CSOs should advocate for and the government should consider the establishment of a legal framework that governs social enterprises. These enterprises can serve as good sources of income for the activities of CSOs and community-driven development interventions.

c. **Strengthen CSOs' engagement in investment and IGAs:** Although the new CSO law allows and encourages CSOs to engage in investment and IGAs, very few are currently using this opportunity. Thus, CSOs should make deliberate and enhanced efforts to engage in income generation activities to minimize their dependence on foreign and external funding and ensure their sustainability.

4. Strengthen the data and knowledge management on the sitatus of CSOs in Ethiopia

The availability of adequate and systematic data and analysis on the status of CSOs in the country is very important for the design of initiatives to strengthen the sector and enhance its contribution to development processes. However, the mapping study has found that data management in CSO regulatory bodies at federal and regional levels is not sufficiently comprehensive and systematic. Moreover, there is no national-level initiative or system that regularly monitors and assesses the state of civil society in the country. To address these issues, it is recommended to:

a. **Strengthen data management in regulatory bodies:** The data management system at ACSO and regional attorney general offices should be given priority. The aim should be to put in place a national system for the collection, documentation, and availability of comprehensive information pertaining to the regulation and operation of CSOs.

b. **Consider producing a yearly national CSO index:** The CSO mapping exercise started by the EU-CSF in 2008 has been conducted only twice since (in 2014 and now in 20221). However, there is a need for a more structured and regular assessment of the state of CSOs in the country. Accordingly, it is recommended for ACSO, ECSOC and development partners to develop a joint initiative to produce a yearly national CSO Index that assesses the status of CSOs in the country.

5. Strengthen Women-Led and Women's Rights CSOs

The CSOs sector should play an exemplary role in bringing women to leadership positions. CSOs are important places that could serve as a springboard for political leadership. Hence women-led CSOs should be supported to enhance their role in the overall democratization process of the country. In addition to the sector itself, the government and development partners should design and undertake special initiatives to support and strengthen women-led and women's rights CSOs.

6. Strengthen networking and self-regulation within the sector

The mapping study has found that networking and self-regulation within the sector is underdeveloped. To strengthening networking and self-regulation within the sector, it is recommended to:

a. **Strengthen the capacity of the CSOs' Council**: The legally recognized ECSOC should be strengthened in all respects towards the effective representation of the sector and an effective self-regulation system.

b. **Enhance partnership between local and international CSOs**: Considering Article 62(7) of the CSO Proclamation (2019), systems and mechanisms should be put in

place to encourage partnership between local and international CSOs. While local CSOs have better linkages with the communities they serve, international CSOs have stronger capacity in the areas such as mobilizing resources and project implementation. Hence, the two actors should complement eachothers' comparative advantages.

7. Strengthen the representation and policy advocacy role of CSOs

Civic agency or the role of CSOs in strengthening society-state relations and representing, particularly the voices of marginalised groups, is central to the very nature and existence of civil society. Due to the restrictive civil and political space that has long prevailed in the country, particularly due to the impacts of the restrictive CSO regulatory regime under the CSP, the role of CSOs in Ethiopia in representing communities and mobilizing their voice and ensuring their participation in political and policy processes has not been strong. The sector lacks adequate commitment and capacity to effectively engage and represent communities in policy processes. Thus, there is a need to strengthen the commitment and capacity of CSOs in shaping and influencing policies. More specifically it is recommended for CSOs to:

a. **Advocate for the adoption of the draft Civic Engagement Policy**: To facilitate the representation role of CSOs and ensure the participation of citizens in matters affecting their lives, including development processes, CSOs should advocate for, and the government should also consider, the adoption of the draft Civic Engagement Policy.

b. **Adopt rights-based approaches (RBAs) and enhance engagement on governance and rights issues:** Partly due to the restrictive environment, CSOs have focused on service delivery projects with less engagement on rights issues. With the improved enabling environment, CSOs need to adopt RBAs and enhance their engagement on governance and rights issues.

c. **Strengthen the common voice and engagement on higher-level strategic issues:** Common voice and engagement on national and higher-level strategic issues by the

sector are rare. Particularly, networks should take the lead in mobilizing the common voice of CSOs on higher-level strategic issues.

d. **Strengthen the commitment and capacity of the sector in policy research and advocacy:** For effective engagement of CSOs in policy processes, the gaps in commitment and capacity on policy research and advocacy within the sector need to be addressed.

12. ANNEXES

Annex 1: Mapping of CSOs in the Regions and City Administrations

Addis Ababa City Administration
1.   Overview of the City

Article 49 of the FDRE Constitution stipulates that "Addis Ababa shall be the capital city of the Federal State, the residents of Addis Ababa shall have a full measure of self-government, and the administration of Addis Ababa shall be responsible to the Federal Government". The same provision of the Constitution recognizes the special interest of Oromia in Addis Ababa regarding the provision of social services or the utilization of natural resources and other similar matters. Accordingly, the city serves as the social, economic, and political center for the country. It is also the seat of the African Union and many other international organizations, including the UN Economic Commission for Africa (UN-ECA).

The Addis Ababa City Charter (Proclamation No. 361/2003) provides detailed information regarding the organization, powers, and functions of the city government, its structure, and mandates. As stated under Article 10 of the same Proclamation, the key government organs of the City include the City Council, Mayor, City cabinet, City judicial organs, and the Office of the City Chief Auditor. Structurally, the city's power devolves into the City Administration, 11 sub-cities and 116 woredas. The total population is estimated to be more than 5 million (FDRE Central Statics Agency, 2007)

In the last three decades, significant achievements have been made in Addis Ababa in the areas of economic development and social services which have resulted in the reduction of poverty and unemployment, and an increase in education and health coverage. The city government is a self-financed entity, which does not receive a subsidy from the federal government[39]. However, with the rapid increase of the population of the city, the need for water supply, housing, infrastructure, transport, and good governance has been increasing despite several measures taken by the government. These development challenges can be attributed to its "unplanned origin and growth, infeasible development strategies, lack of

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[39] ET-Addis Ababa-Dec19-PFMPR-SN-Public with PEFA Check.pdf

implementation capacity, and widespread poverty that has resulted in chronic problems in almost every aspect of the urban life"[40].

2.   *Number and type of CSOs*

A total of five government institutions and 14 CSOs have been contacted and a total of 30 females have been interviewed for this assessment. In addition, various documents and data from pertinent government and other sources were reviewed. The data sourced from the Addis Ababa Bureau of Finance (BoF) indicates that 206 CSOs have project agreements with the Bureau implementing 305 projects. These CSOs committed to mobilize a total of ETB 6,748,057,703.02 and benefit 2,569,456 people in various forms. Forty-six CSOs are engaged in more than one project, the highest being nine projects implemented by the Ethiopian Catholic Church (ECC) Social and Development Commission. Of the total CSOs operating in the city, 24 CSOs are faith-based organizations while 50 are international CSOs. Sixty-nine projects are being implemented by international CSOs with a total budget of ETB 2,175,555,632.16, while 60 projects are being implemented by faith-based organizations with a total of ETB 854,904,575.

3.   *Projects and other activities implemented by CSOs*

CSOs implement various projects mainly in the areas of service provision which include child sponsorship projects, reunification and reintegration of orphan and vulnerable children, prevention of unsafe migration, support to needy people, HIV/AIDS, rehabilitation of sexually abused children, special education for the deaf, child development, youth economic and social development, creating employment opportunities for youths, youth capacity and local economic development, hygiene and sanitation promotion, reproductive health entitlement for the young, women empowerment through vocational training, orphan and vulnerable children, etc. Data from the Addis Ababa Bureau of Women and Children Affairs (BoWCA) indicate that 368 CSOs are working on projects related to children, while 62 CSOs are implementing women-focused projects.

In addition, data from the Addis Ababa Bureau of Labour and Social Affairs (BoLSA) indicates that a total of 26 CSOs have been contracted by the government through a tripartite agreement to implement the Urban Productive Safety Nets Programme (UPSNP).

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[40] Erena D. et.al, (2017) City profile; Addis Ababa; _AA_4.indd (donau-uni.ac.at)

The Ministry of Labour and Social Affairs (MoLSA), Addis Ababa BoLSA, and the selected CSOs signed the tripartite agreement while the selection of the CSOs was made by MoLSA on a competitive basis. The programme is fully implemented through government funds - 70% loan from the World Bank (WB) and 30% direct budget. The NGOs are mainly assigned to provide services for the homeless (street children, homeless women with children, adults, and the elderly aged 60+).

The UPSNP started in 2016 as a response to urban unemployment/unrest in the cities and was designed for five years (2017-2021) targeting 11 major cities in the country (75% in Addis Ababa)[41]. The team leader of the Safety Net Special Support expressed her satisfaction with the work of the CSOs that are taking part in the programme. She commented that "the CSOs have better capacity and experience in the areas as compared to the government, and the programme assisted to develop trust between CSOs and the government".

According to a study conducted in 2018 by Addis Ababa Education Bureau (AAEB), Splash Ethiopia, and International Reference Center, a large number of CSOs are implementing integrated WASH activities in schools[42]. The study identified 17 sample CSOs working on schools' WASH programmes and confirmed that these CSOs implemented the programme in 280 schools with an estimated total budget of 1.1 million USD (ETB 30.6 million). During the interview for this assessment, it was noted that the joint partnership between the Addis Ababa Bureau of Education and an international CSO called SPLASH to carry out the schools' WASH Programme in which the two organs agreed to share the budget equally was a good practice.

4.   The funding landscape

The majority of the CSOs rely on foreign funding with little or no attention to domestic resources. All the local CSOs interviewed for this assessment do not have any strategy to engage in local fund-raising activities. The CSOs think that the task is so demanding and it is difficult in Ethiopia due to various reasons including lack of interest by the business

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[41] Adapting Safety Nets to Urban Areas Ethiopia's Productive Safety Net Program (worldbank.org)
[42] School_wash_in_addis_ababa_-_landscaping_study_report.pdf (ircwash.org)

community, misperception of CSOs as financially affluent, poor culture of volunteerism, lack of experienced staff in the areas of fund-raising, etc. However, "complex donor requirements, stringent funding criteria, donors' demand for matching funds, changes in donors' priorities and shift of focus" make it difficult to access foreign funds[43].

There is also a criticism both by government offices and the CSOs on the nature of the available foreign funding being too small, fragmented, and targeting short-term projects. Reliance on foreign funds has a multitude of negative impacts on local CSOs as it may weaken their accountability to the community, "undermine their legitimacy and strengthen arguments made by governments that they are 'foreign agents".[44] CSOs should work on how to strengthen the local culture of giving, and emphasising the role of local assets which is very critical in allowing the communities "to develop ownership of their funds and drive the transformation of their own situations."[45]

However, there are certain business organizations that extend support to local CSOs as part of their corporate social responsibilities. The Great Ethiopian Run which is a private entity has been used as a means to raise funds for local CSOs as well as to advocate for human rights issues such as women and children's rights[46]. Similarly, as part of its corporate social responsibilities, Ethio-Telecom is supporting the activities of various local CSOs including Kidney Dialysis Charity, Ethiopian Red Cross Society, Raeiy Betegbar, Ye Enatweg Charity Association, Ethiopian Patriots Association, Macedonians Humanitarian Association, Ethiopian Heart Association and Network of Ethiopian Women's Associations.

The bank industry is also showing an interest in supporting the work of CSOs. For example, Awash International Bank extended support to local and international CSOs at various times, including support to SNV Netherlands Development Organization, Care Ethiopia, Centro Aiuti per I'Ethiopia (The Aid Center for Ethiopia), Ethiopian National Association of the Deaf-Blind, Deborah Foundation, Gergesenon Mental Health Vulnerable Help

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[43] Ethiopian Charities and Societies Forum; Charities and Societies (ChS) Resource Challenge, P. 5; 2016
[44] understanding-the-resources-landscape_july2019.pdf (civicus.org)
[45] Ibid
[46] Great Ethiopian Run - Great Ethiopian Run

Association, Hundee Oromo Grass Root Development Initiative, etc.[47]. Dashen Bank also provides financial support to local CSOs working in the areas of children, environmental protection, and health and community empowerment programmes[48]. All school feeding programmes previously handled by CSOs have been taken over by the City Administration, and this has allowed CSOs to focus on other related areas such as integrated support to women and children. In April 2021, the City Administration granted three hectares of land for 10 local CSOs that provide assistance to vulnerable groups, including children, mothers, and the elderly[49].

The absence of a legal framework that encourages a social investment approach is another gap that should be addressed to ensure the sustainability of funds. The existing framework for private corporate bodies has only two dichotomies - business and CSO. There is no special law that governs social enterprises that could allow CSOs to engage in business activities and generate financial returns but for social purposes. Although the CSO law recognizes the rights of CSOs to engage in business activities, it does not give CSOs special treatment as compared to ordinary business ventures.

5.   Challenges and limitations affecting the operations of CSOs

Various challenges and limitations have been identified both by the CSOs and government offices that participated in interviews, and the following are the key and common challenges and limitations:

➢ Lack of coordination between federal ministries and the City's sector bureaus. There are CSOs operating in the City that have an agreement with a federal ministry but without the knowledge of the corresponding bureau of the City.

➢ Poor horizontal coordination among the different bureaus of the city in supervising and facilitating the works of CSOs operating in the City.

➢ High staff turnover in government offices.

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[47] Corporate Social Responsibility (awashbank.com)
[48] FINAL FINAL FINAL COPY OF THESIS 21_07_2021 111.pdf
[49] City administration avails 138 hectares of land | The Reporter Ethiopia English

- The departments of the different bureaus that are in charge of coordinating the activities of CSOs often lack the required budget and human resources to effectively carry out their activities.
- There are CSOs that do not comply with the reporting requirements of sector bureaus.
- Lack of accountability and transparency of certain CSOs.
- Some CSOs use community support as a means to teach and expand religion; lack of impartiality.
- Failure to conduct needs assessments when designing projects.
- Poor document dissemination and cross-learning and replication of best practices.
- Lack of strong coordination and partnership among CSOs working in similar intervention areas.
- Lack of a culture of sharing resources such as office space, human resources, and equipment.
- Weak interest of donors to support new and emerging CSOs, including women's rights CSOs.

6. Opportunities and strengths of CSOs

- CSOs have the capacity to mobilize resources and support the community.
- CSOs play an important role in creating jobs and skilled manpower.
- Innovative approaches like the school feeding programmes that were initiated by CSOs but have now been taken over by the government.
- The capacity of CSOs to produce quality work with a limited budget.
- CSOs are more experienced than the government in supporting vulnerable groups such as street children, victims of gender-based violence, the elderly, etc..
- The new CSO law and the cooperative and positive attitude of ACSO's leadership.

7. Collaboration, networking, and partnerships within the sector,

As the capital city of the country, Addis Ababa hosts various network CSOs operating both at the national and city levels. There are formal and informal network CSOs based on

thematic focuses and legal establishments. Some of the major CSOs' forums and networks include the following:

- **Faith-Based Network CSOs**: this includes ACT-Ethiopia Forum, the Ethiopian Inter-Faith Forum for Development, Dialogue and Action (EIFDDA), and the Inter-Religious Council of Ethiopia (IRCE).
  - o ACT-Ethiopia Forum is the Ethiopian chapter for ACT Alliance which is the largest coalition of Protestant and Orthodox churches and church-related organisations engaged in humanitarian, development, and advocacy work in the world. In Ethiopia, the following faith-based CSOs are members of ACT-Ethiopia Forum: Bread for the World (BfdW), Christian Aid (CA), Church of Sweden (CoS), DanChurchAid (DCA), Ethiopian Evangelical Church Mekane Yesus (EECMY), Ethiopian Orthodox Church Development and Inter-Church Aid Commission (EOC-DICAC), Swiss Church Aid (HEKS), Inter-Church Organization for Development Cooperation (ICCO Cooperation), Norwegian Church Aid (NCA), The Lutheran World Federation (LWF), Finish Evangelical Lutheran Mission (FELM).[50]
  - o EIFDDA is a National Network of faith-based organizations established in 2002 with the objective of "promoting value-based developmental dialogue and action, building the capacity of member faith-based organizations, and creating a conducive environment to keep them working together[51]. The Forum was established by 10 standing and 12 supportive faith-based organizations working in Ethiopia.
  - o The Inter-Religious Council of Ethiopia was established in 2010 having representation at the federal, regional, and district levels. Established with the objectives of "bringing together all religious leaders by joining hands and hearts around common interests at the national and sovereign level[52]". Seven major religious organizations are members of the Council. It is active in matters of national interest, mainly peace and stability.

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[50] https://actalliance.org/forums/act-ethiopia-forum/
[51] https://actalliance.org/forums/act-ethiopia-forum/
[52] Inter-Religious Council of Ethiopia | URI

- **Consortium of Christian Development and Relief Associations (CCRDA)**: the oldest and largest network CSO in Ethiopia with more than 400 members. Initially, its area of focus was the coordination of humanitarian activities but later transformed its intervention to the sustainable development agenda and building the capacity of CSOs. The Association has a strong convening power in the sector and plays an important role in the area of creating an enabling environment. CCRDA is actively engaged in the Addis Ababa GO-NGO Forum and is chiefly recognized for its annual NGOs' Good Practice Day.

- **Youth Network for Sustainable Development (YNSD)**: is a network of more than 160 youth-focused CSOs operating at the national level. Its areas of focus include Youth and Women's Empowerment; Information and Communication Technology (ICT); Health and HIV and AIDS; Climate Change; advocacy work involving the promotion of good governance and the advancement of human rights; water, sanitation, and hygiene; and new emerging issues, such as youth unemployment, illegal youth migration, etc.

- **Ethiopia Humanitarian International NGO Forum (HINGO Forum)**: it is an umbrella body comprised of 58 INGOs in Ethiopia.

- **Human Rights Network CSOs**: networks such as Consortium of Ethiopian Human Rights Organizations (CEHRO), Network of Ethiopian Women's Associations (NEWA), Union of Ethiopian Women and Children Associations (UEWCA) etc., actively engage in areas of human rights and good governance.

8. Collaboration and dialogue with the government and other key development partners

The GO-NGO Forum is the formal and well-recognized forum operating for the past 13 years under the auspices of the Addis Ababa Bureau of Finance. From the CSOs' side, CCRDA remains the main sponsor and facilitator of the Forum's annual events. Currently, there are attempts to reshape the structure of the Forum and ensure the active participation of CSOs. Accordingly, a Steering Committee has been established and members are drawn both from the government and CSOs representatives. ACSO is also a member of the

secretariat which has paramount importance to bring about meaningful impact on CSOs' operational environment. Previously, the then CSA was adamant about recommendations and suggestions coming out from the Forum. As part of the Forum's activities, the Steering Committee is working on a project needs assessment guideline that would facilitate the work of CSOs. Apart from promoting government policy, it has been agreed to extend recognition to best-performing CSOs.

CSOs working with the Bureau of Education, Bureau of Labour and Social Affairs (BoLSA), and Bureau of Women and Children Affairs (BoWCA) have regular meetings on their work. For example, BoWCA conducts a quarterly meeting with its CSOs partners to discuss common challenges and to share best experiences. However, the engagement is limited only to their work and there is no established system by the government offices to ensure the participation of CSOs in their planning initiatives.

There is a growing tendency of according due recognition to the work of CSOs by government offices. In consultation with the Steering Committee of the GO-NGO Forum, the City's Finance Bureau has developed a guideline on how to select and provide an award to best-performing CSOs. The Bureau of Education also organizes recognition events for the work of CSOs and provides certificates.

9.   Representation and constituency building

One of the impacts of heavy reliance on foreign funding is the disconnect between CSOs and local communities, and hence weak representation and constituency at the community level. As will be recalled, one of the arguments that used to be advanced by the previous administration of CSOs was that 'civil society organizations receiving foreign funding are accountable to external forces rather than domestic constituencies, and advance foreign rather than local agendas'. There is also a criticism that civil society organizations are 'elite actors that are not representatives of the people they claim to represent'. As the data from ACSO indicates, the vast majority of CSOs are registered in the form of board-led structures, and the number of membership associations is very small compared to other forms of CSOs.

Working on issues that directly impact people's lives will bolster CSOs' legitimacy, and hence conducting a needs assessment in the design of project activities is critical. Accordingly, CSOs should seek to understand and tackle the root causes of citizen's discontent, demonstrate why their work is relevant to ordinary citizens, and thereby establish their legitimacy. The issue of downward accountability (accountability to beneficiaries or the public) is also another challenge CSOs should address this in a bid to enhance their legitimacy. CSOs accord emphasis to upward accountability (accountability to government and donors) disregarding altogether or marginalizing their accountability to the beneficiaries or their target groups which are the essential foundation of the legitimacy of CSOs. Downward accountability can be achieved in many ways including "by involving constituencies in key organizational decisions or regularly soliciting feedback from stakeholders and partners"[53].

10. Accountability, Transparency and Self-regulation

Informants from government offices raised the issue of CSOs not being sufficiently accountable and transparent. Some CSOs do not comply with their obligation to submit reports to sector bureaus, while others disappear without making formal project exits. CSOs are also criticized for being fund driven rather than being accountable to their core vision, values, and missions. Very few CSOs publish their annual reports for public scrutiny. The commitment of board members to ensure the transparency and accountability of their organization is not to the required level in most cases. Often, board members are chosen for their family ties and friendship, and hence they have little or no courage to check the operation of the management of their organizations.

CCRDA has developed a code of conduct for its members and subscribing to this code is a mandatory requirement to be a member. There is also a body mandated to enforce the Code. Some CSOs, mainly international CSOs, claim that they have their own codes of conduct that govern organizational and individual behavior. There is neither a third party certification scheme nor a peer/self-assessment system recognized by the CSO sector. The

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[53] Saskia and Thomas; Examining Civil Society Legitimacy; P. 36; 2018, Accessed from Examining Civil Society Legitimacy - Carnegie Endowment for International Peace

existence of a strong self-regulatory system would assist the sector in addressing issues of accountability and transparency. Indeed with the establishment and operationalisation of ECSOC, the sector will have a national self-regulatory system with an industry code of conduct.

1.   Overview of the region

The Afar Regional State is one of the ten regional states forming the Federal Democratic Republic of Ethiopia (FDRE).[54] It is situated in the north-eastern part of Ethiopia and has an estimated population of 1, 900,998 (1,036,998 M and 864,000 F)[55]. The population is almost homogeneous, with 91% ethnic Afar and 98% practicing Muslims according to the 2007 Central Statistics Agency's population and housing census report. Most people are pastoralists or agro-pastoralists, and hence they are very dependent on livestock. In search of food for their livestock, the majority of the population has mobile lifestyles which makes it very challenging to address basic social services. This also has an impact on the participation of the people in economic and political decision-making processes. Administratively, the region is divided into five zones and 37 Woredas.

Bordering with Eritrea, the Afar Region hosted more than 51,700 Eritrean refugees living in urban and rural areas until the end of 2019[56]. Generally, the region is characterized by "poor infrastructure and insufficient capacity for management and implementation, limited government budget, limited available funds from partners such as UN-agencies, NGOs and CSOs, and little private sector investment"[57]. Many people in the Afar region are prone to chronic food insecurity and drought due to climate challenges. Flash flooding is another frequent challenge for those people located near the Awash River. Both the flood and drought situations have become inducing factors for the internal displacement of people.

Access to clean water (improved water) stands at only 57% which is below the national average (65%). According to UNICEF's report the "practice of Female Genital Mutilation/Cutting (FGM/C) among girls and women aged 15 to 19 years remains very prevalent" and "Afar region now has the highest prevalence of child marriage in this age group in the country"[58]. In addition, according to a study conducted by Amref Health

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[54] FDRE Constitution Article 47
[55] Afar region .pdf (unicef.org) Situation Analysis of Children and Women: Afar Region; UNICEF
[56] Afar ETH 2019 Pledge Progress Report.pdf
[57] Afar region .pdf (unicef.org); Supra note 2
[58] Ibid

Africa Ethiopian Office on "Gender Inequality and the Sexual and Reproductive Health Status of Young and Older Women in the Afar Region of Ethiopia", 'Afar region remains one of the regions in Ethiopia with poor sexual reproductive health (SRH) indicators'[59].

There are also security concerns affecting the stability of the region which borders Eritrea, Djibouti, Amhara, Somali, and Oromia. An administrative border conflict between Afar and Somali regional states (Afar and *Issa* ethnic groups) has remained for a long time as one of the major security concerns for the region. Following the recent clashes between the two ethnic groups in January 2021, over 29,000 Afar people were displaced while casualties on the *Issa* side remain unknown[60]. The peace and security of the region were also gravely affected by border conflict and the subsequent war between Ethiopia and Eritrea[61]. In addition to landmines, there have been armed groups and guerrilla forces in the border areas constraining the mobility of the Afar people and their cattle. The region is also highly affected by the current on-going war in Tigray and its neighboring regions. More than 100,000 people have been internally displaced as a result of the war.

2. Number and type of CSOs

According to the data sourced from the Afar Regional State Bureau of Finance and Economic Development (BoFED, there are a total of 33 national and international CSOs operating in the region with project agreements ranging from 2016 to 2024. In addition, there are 10 active local CSOs registered by the regional AGO. There are also CSOs operating in the region without having a project agreement with the regional BoFED, but with regional sector bureaus or federal ministries, although information on their exact number and type is not available.

While the regional BoFED has put in place a mechanism to supervise the operation of the CSOs, the regional AGO does not have such mechanisms. The Resource Mobilization and

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[59] 1. ijerph-17-04592.pdf; Muluken Desalegn and et.al; Gender Inequality and the Sexual and Reproductive Health Status of Young and Older Women in the Afar Region of Ethiopia; International Journal of Environmental Research and Public Health; 2020

[60] afar_issa_flash_update_27_01_2021.pdf (reliefweb.int); UNOCHA; Ethiopia: Afar-Issa Land Dispute; 2021

[61] Afar: The Impact of Local Conflict on Regional Stability (ethz.ch)

NGO Coordination Directorate is responsible for the signing of project agreements and supervision of CSOs at the regional BoFED Bureau while the Office of Document Authentication and Registration is responsible for the registration of local CSOs at the regional AGO.

Community Care Coalitions (CCC) have been established at the community level with the objective of identifying community needs. CCCs were very active during the previous Mapping exercise, although now they are very weak in the region following the political reforms in the country. High government staff and officials' turnover and lack of resources were mentioned as key challenges for the coalitions to become effective.

3. Projects and other activities implemented by CSOs

The data from the regional BoFED indicates that there are 70 projects that are being implemented by CSOs and targeting 475,231 direct beneficiaries (or 9,465 house holds). The data on the beneficiaries, however, lacks disaggregation by gender or other groups such as children and people with disabilities. During the data collection, seven projects had already phased out, and this makes the active projects only 38. The majority of the projects are of short duration (6 months–one year). The major thematic areas of the various projects implemented by CSOs in the region include:

- Nutrition
- Emergency Relief
- Creative Art Work
- Media and Environment
- Vaccine and Immunization
- Health
- Water
- Boarding School
- Peace-building
- Livelihoods.

It was observed that there were no projects being implemented by CSOs in the areas of human rights and democratic governance. In addition, emergency interventions constitute the largest number of projects which is a reflection of the reality of the region, which is highly affected by emergencies such as floods, locusts, drought, and conflicts.

CSOs are working with different government institutions depending on their thematic areas. The data below shows the sector bureaus and the number of projects they have with CSOs.

SN	Sector Bureau (Office)	No. of projects
1	Bureau of Health	18
2	Disaster Prevention, Preparedness and Food Security Coordination Office	17
3	Bureau of Women and Children Affairs	9
4	Bureau of Education	7
5	Bureau of Water, Irrigation and Energy	6
6	Bureau of Labour and Social Affairs	3
7	Bureau of Land Administration and Environment Protection	2
8	Bureau of Urban Development	2
9	Bureau of Cooperatives	2
10	Bureau of Pastoral and Agro-Pastoral Development	2
11	Bureau of Peace and Security	1
12	Bureau of Culture and Tourism	1
Total		**70**

Source: Afar Regional State BoFED 5 July 2021

4.   The Funding Landscape

The data from BoFED shows that the 27 local and international CSOs operating in the region mobilized a total of ETB 594,761,220 from 2011 to 2013 EC. It should be noted that the figure represents only the budgets of CSOs having project agreements with Afar Regional State BoFED, and hence the amount of money might be higher considering those CSOs directly operating in the region without agreements. Almost all CSOs, including

local CSOs, are highly dependent on foreign aid, and there is no local resource that can support their work. The practice of CSOs engaging in IGAs to support their operations is non-existant, despite the fact that the legal framework encourages CSOs to do so. Due to the contextual challenges (such as floods, locusts, COVID-19, and border conflicts and internal displacements) funds are mainly diverted to such emergencies with little meaningful development intervention.

There are a few (or no) experiences in domestic resource mobilization. The Afar Development Association which is receiving a partial budget in the form of cost-sharing is trying to diversify its funding sources through membership fees and IGAs. The Bureau of Education is also supporting the regional Teachers' Association by covering the salary of a few elected officials and providing office space. The regional BoLSA also provides technical and financial support to community-based organizations working with the elderly and children.

5.   Challenges affecting the operations of CSOs

The informants from government offices and CSOs indicated the following key challenges affecting the operation of CSOs:

Challenges related to CSOs

- Challenges of access to funds for local CSOs;
- Short period project interventions due to lack of sufficient funds for long term development plans
- Some CSOs operate in the region without the knowledge of the concerned government offices using their federal agreements. This has affected the coordination effort at the regional level;
- CSOs lack strong constituencies;
- The establishment and operation of some CSOs are driven by personal interests rather than social causes;
- The previous negative perception towards mass-based associations and regional development associations as parastatals of the ruling party;

Challenges related to the government

- Poor capacity of the supervisory and registering body to provide the necessary support to CSOs and follow-up on their activities;

- Sector bureaus reluctance, misunderstanding, and corrupt practices in approving CSOs' project proposals and supervising their implementation;

- Weak capacity in organizing data by sector bureaus including the Attorney General's bureau

- With a few exceptions, sector bureaus do not have a dedicated coordination office

- Lack of sectoral coordination platforms

- Absence of regional CSO law or clear guideline; the regional AGO lacks guidelines to register and administer local CSOs based in the region

- No system to supervise locally established CSOs in the region;

- No mechanisms to ensure the participation of local CSOs in regional development agendas and legislative process;

- Absence of uniform licensing/supervising system, and lack of coordination between the federal and regional sector bureaus regarding the activities of CSOs

6. Opportunities, strengths, and limitations of CSOs,

Opportunities: The new CSO law and the political reforms happening in the country were mentioned as key opportunities for the operation of CSOs. The perception of government offices towards the role of CSOs as development partners is improving. Some government offices provide official recognition and award to best performing CSOs. The revitalization of the GO-NGO forum is based on the principle of equal partnership and mutual understanding.

Strengths and achievements: Though very few in number, there are CSOs working in remote and inaccessible areas and harsh environments (such as Amref Health Africa covering 36 Woredas out of a total of 39 Woredas and Afar Pastoralist Development Association, which operates in 20 Woredas including remote Woredas). The contribution of CSOs in the areas of provision of basic services such as health, education, and water is

highly appreciated by the regional government. Organizations like Afar Community International Sustainable Development Association (ACISDA) brought policy and practice changes in the areas of Female Genital Mutilation (FGM), Gender-Based Violence (GBV), and Harmful Traditional Practices (HTP) at the community level. They managed to convince the community to enact their own rule to condemn and penalize those community members engaging in such crimes against women.

Limitations of CSOs: Various informants, including those from CSOs, identified several limitations of CSOs, including:

- Delays in reporting to the supervisory bodies;
- Poor intervention in the areas of governance, human rights, and democracy;
- Founder syndrome;
- Projects are often not needs-based, but donor-driven;
- Lack of interest in working in remote and rural areas which lack basic facilities like roads, electricity, and internet and telephone;

Weak capacity to work at the grassroots level and within the community.

7. Collaboration, networking, and partnerships within the sector

Collaboration, networking, and partnership within the sector was found to be very weak, and almost non-existant. There is no platform or active network CSO operating in the region. The existing regional networks such as Afar Pastoralists Network and Network of HIV Positive Associations in Afar are struggling for their own survival and hence have failed to play their network roles. Most CSOs interviewed in the region do not belong to any formal or informal network platforms. A few CSOs have joined networks at the federal level such as the Consortium of Christian Development Associations and Network of Ethiopian Women's Associations.

8. Collaboration and dialogue with government and other key development partners

In addition to the GO-NGO Forum facilitated by the regional BoFED, some sector bureaus such as BoWYCA, BoH, and BoE have regular engagement platforms with CSOs working in their sectors. Those CSOs working on FGM and GBV established the Multi-Sectoral Coordination platform which brings together CSOs and government offices such as BoH, BoWYCA, Bureau of Attorney General, court, and Police.

9.   Representation and constituency building

Although CSOs profess to be working with their communities in a sufficiently rooted manner, government offices raised concerns to the contrary. Almost all CSOs interviewed for this mapping exercise confirmed that they are working with the community and their projects are based on their community's needs. As a matter of fact, both the local CSOs and government offices expressed their reservation on the operation of international CSOs as direct project implementers. The argument revolves around the fact that international CSOs do not have representation capacity but rather affect the relationship between local CSOs and the community and do not have a strong constituency in their communities. Forging partnerships between local CSOs and international CSOs has been suggested by the informants as a key remedy to address the challenges.

10.   Accountability, transparency, and self-regulation

Regional supervising government bodies, BoFED and the Bureau of the Attorney General, as well as the various sector bureaus, admit that they lack the capacity to ensure the accountability and transparency of the CSOs operating in the region. The regional BoFED lacks the required number of experts although it has established a separate department called the Resource Mobilization and NGO Coordination Directorate. Worse, the regional Bureau of the Attorney General which is in charge of registering local CSOs do not have a separate department nor a mechanism to follow up the operation of CSOs. "Our role is only to register them and we do not have a system to follow their operation", stated the Deputy Head of the Bureau of Attorney General. On the CSOs' side, there is no strong, active network organization (formal or informal). Hence, it is not surprising that a region-based self-regulatory system created by the CSOs does not exist.

1. Overview of the region

Amhara is one of the ten regional states making up the FDRE. Amhara borders Tigray in the North, Afar in the East, Oromia in the South, Benishangul-Gumiz in the Southwest, and the Republic of Sudan in the west. The population of the region was estimated to be close to 22 Million in 2019.[62] It is the second most populous regional state next to Oromia regional state. Administratively, the region is divided into 12 zones (including Bahir Dar, the capital city of the region, as a special zone) and 182 Weredas (districts).[63]

Agriculture is the main source of economic activity, as in the rest of the country, representing about 52% of the regional GDP in the 2016/2017 fiscal year.[64] The service and industry sectors contribute around 32% and 17% of the regional GDP respectively. In the last few years, several parts of the region have been affected by ethnic/community-based conflicts, producing significant negative social and economic impacts. Similarly, the COVID-19 pandemic has adversely affected the regional economy, particularly the tourism sector, which is an important economic activity in the region.

2. Number and Type of CSOs

Based on the type and level of registration, formal CSOs operating in the Amhara region can be categorized into three. The first category includes CSOs that are registered at the federal level by ACSO, which can further be sub-divided into international and national. Regional CSOs that are registered by the regional AGO are the second group. The third category includes CSOs that are registered at zonal or woreda levels by the regional AGO branch offices. In addition to these, there are branch offices of the Confederation of Ethiopian Trade Unions (CETU) and the regional Chamber of Commerce and Sectoral Associations.

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[62] CSA, Projected Population of Ethiopia-2019
[63] The World Bank, Public Expenditure and Financial Accountability, FDRE Amahra National Regional Government, Assessment Report, 2020
[64] Ibid

According to data from the regional BoFED, 139 CSOs registered by the Federal ACSO (91 national and 48 international CSOs) are operating in the region. Data from the Amhara region AGO indicates that a total of 162 CSOs have been registered. Compiled data could not be obtained regarding CSOs registered at zonal and woreda level AG branch offices.

3. Projects and other activities implemented by CSOs

The 139 CSOs with active project agreements with the Amhara region BoFED are implementing 308 Projects. While some of the projects have been running since 2016, most started in the last 2 years. The 308 currently active projects have been planned to benefit a total of 18 million people. Thematically, almost all of the projects focus on social and economic development, such as the promotion of the welfare of women and children, education, health, agriculture, water and sanitation, labour and social affairs, etc. This is evident from the number of projects the different sector bureaus have with CSOs, as summarised in the table below:

SN	Sector Bureau (Office)	No. of projects	Percentage
1	Women and Children	198	64
2	Education	124	40
3	Health	117	38
4	Agriculture	77	25
5	Water, Irrigation and Energy	48	15
6	Labour and Social Affairs	45	14
7	Technical, vocational and enterprise	21	7
8	CPA	18	6
9	EFWPDA/AFE	10	3
10	DPFS	8	2
11	BoLAU	3	1
12	BOTIM	3	1
13	others	9	3

From the above data, it can be observed that CSO projects are focused more on development, with none substantially addressing governance issues such as human rights or peace and justice. In terms of the geographic distribution of CSO projects, BoFED representatives and other informants stated that there is a substantial concentration in the zones located in the eastern part of the region, particularly Wag Hemera, North Wollo and South Wollo Zones. This is partly justified by the fact that these zones are more prone to food insecurity and emergencies. Informants both from the government and CSOs also admited that most projects are concentrated in urban and accessible geographic areas. Hence more remote, less accessible parts of the region are less served by CSOs.

In terms of development approach or working methods, most CSO projects combine service delivery and capacity building. Research, advocacy, and policy work are not common. From the government stakeholders' side, there is more expectation for CSO projects to focus on direct support and service delivery. In fact, some contacted government representatives have complained that most CSO projects focus on capacity building or soft elements as opposed to providing direct support/services that address the real and immediate needs of target groups.

Data on the activities and projects being implemented by regional, zonal and woreda level CSOs registered by the regional AGO is not available. According to representatives of the AGO, many of the 162 CSOs registered at the regional level are not active. Most of them fail to submit the required periodic reports. Nor is there proper documentation, compilation, analysis, and dissemination of reports on the operation of the CSOs registered and regulated by the regional AGO.

4.   The Funding landscape

Data from the regional BoFED indicates that the 139 CSOs that currently have active projects have planned to invest a total of over ETB 12 billion in the 308 projects they are implementing. The total annual budget allocated by the CSOs for the year 2021 for these projects is about ETB 3.2 billion. This amount represents about 5% of the regional

government's annual budget, which was ETB 62.7 billion for the 2020/2021 fiscal year.

The BoFED data on CSO projects includes information on funding sources or the donor for each project. Almost all CSOs are implementing their projects with funding from foreign donors/sources. The only notable exception is the Amhara Development Association (ADA) which is funding 3 of its 8 projects from internal sources, mainly from membership contributions.

Data on the amount and sources of financial resources mobilized by region-based CSOs registered by the AGO is not available. However, representatives of the AGO, as well as contacted CSOs stated that region-based CSOs are not mobilizing a meaningful amount of resources and many of the CSOs registered by the AGO are inactive for lack of funding/resources.

Although there are some examples, funding from the government to CSOs is generally not common. Encouraged by the new CSO law, some CSOs in the region have recently started to become involved in investment and other IGAs to fund their operations. For instance, the ADA is engaging in real estate and other income generating schemes. However, most CSOs have yet to exploit the opportunity opened by the new CSO law in these regards.

5. Collaboration, networking, and partnerships within the sector

Collaboration, networking, and partnership within the civil society sector are generally very weak in the Amhara regional state, and there are only a few formal and active networks of CSOs. Networks such as the Amhara Women's Federation and Amhara Network of PLHIV represent only a limited and specific group of CSOs. There is also a recently formed network named the Consortium for Networking for Development (CND). However, it has limited membership and has yet to become active.

There are some thematic level ad-hoc groupings/forums among CSOs. For example, 25 CSOs have recently established the Child and Women Forum with the facilitation of Plan International. In general, though, collaboration and partnership between local and international CSOs is very weak. Most international NGOs directly implement projects without engaging local CSOs. Of course, the previous CSO law used to force INGOs to

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directly implement projects. However, the new CSO law has reversed this and encourages them to implement projects through local CSOs. However, most have yet to shift from direct implementation to supporting local CSOs.

6. Collaboration and dialogue with the government and other key development partners

Overall, there is a good and improving relationship and collaboration between CSOs and the regional government. BoFED and sector Bureaus appraise and sign CSO projects and participate in mid-term and terminal evaluations. However, regular monitoring of CSO projects is not common. Some government offices provide technical support and recognition to CSOs. However, most contacted CSOs stated that government support and ownership of CSO projects are not up to the required level. Others reported that some government officials mistrusted CSOs, and did not recognize them as important partners. A regional GO-NGO/CSO forum exists, which is coordinated by BoFED. GO-NGO forums also exist in some sectors such as health and education. In general, the GO-NGO forums have played an important role in promoting collaboration and dialogue between CSOs and the government.

7. Representation and constituency building

Some of the region-based local CSOs, particularly mass-based associations (like Amhara Women's Association), professional associations (such as the Amhara Bar Association, Teachers' Associations, etc), and development associations (ADA), have a large number of members. Thus, they have a relatively strong direct constituency base, particularly when compared to NGOs that are usually board-led. In general, the efforts of CSOs to build a constituency by mobilizing communities to share and support their values and interventions are weak.

Most CSOs in the region are more focused on service delivery and capacity building, with little or no engagement in policy advocacy. Accordingly, CSOs' initiatives and ability to represent communities, and to serve as interlocutors between communities and the government, or to mobilize citizens to effectively participate in politics and public affairs,

have been weak. The absence of a strong network and collaboration among CSOs in the region has also affected their ability to effectively represent communities by speaking with a common voice. In fact, during the regional workshop, most CSOs admitted that it is individual activists who are voicing people's concerns on political and social issues both at regional and national levels than CSOs.

8. Accountability, transparency, and self-regulation

The periodic reporting and joint mid-term and final evaluations of CSO projects have been identified as important tools in promoting accountability. Most CSOs try to engage communities in the implementation of their projects, but involving communities in the design of projects is not common. Moreover, the programme management and financial administration practices of most CSOs are not adequately transparent, particularly to communities and beneficiaries.

The monitoring and follow-up of regional CSOs registered at the AGO is very weak due to legal and institutional gaps. A new regional CSO law has been drafted and submitted to the regional council but has not yet been approved. The application of the regional CSO law which was issued in 2012 is problematic as it is very restrictive and contradicts the policy directions set out in the new Federal CSO law. Institutionally, the regional AGO does not have the necessary systems, tools, and capacity to properly follow up the operation of regional CSOs.

The present study also found that there is no region-based self-regulatory system created by the CSOs.

9. Challenges and limitations affecting the operations of CSOs

The following are some of the major challenges and limitations affecting the operations of CSOs in the region:

- Challenges around access to funding, particularly by local and region-based CSOs. Limited engagement on IGAs and other domestic resource mobilization efforts.

- Weak collaboration and partnership within the sector. The absence of a strong and inclusive regional CSO network. Week partnership and joint actions between international, national, and regional CSOs operating in the region.

- Most CSO projects are driven by donor interests and priorities, which may not always align with the priorities of the government and targeted communities.

- Most CSO projects concentrate on urban and accessible areas. Hard-to-reach areas/communities are less served.

- Less engagement of CSOs in governance, peace-building, and rights-based issues. Although the previous legal regime that restricted the engagement of CSOs on rights issues has been replaced with a more permissive legal framework, most CSOs are yet to transform their work or adopt RBAs.

- Lack of adequate structures and mechanisms for CSOs' participation/engagement in policy development, legislative, planning processes.

- Gaps in the legal framework for the registration and regulation of regional level CSOs.

- Poor data management by government agencies that register, supervise and coordinate CSOs and their work. In particular, data management by the regional Attorney General Office is very poor (in terms of being incomplete, outdated, and noncomputerized).

10. Opportunities and Strengths of CSOs,

Opportunities

1. The policy shift introduced by the new CSO law, i.e., from a policy of regulating and controlling the operation of CSOs to providing supportive supervision, is improving/strengthening the constructive relationships and collaboration between CSOs and the government.

2. Some sector government offices have started providing resources, technical support as well as recognition of, and awards to, best performing CSOs. If these practices are institutionalised/structured and scaled up, they could provide good opportunities to strengthen CSOs, particularly local CSOs.

3. Some CSOs have already started to utilize the opportunity afforded by the new CSO law to engage in IGAs and other investment activities. This opportunity, if adequately utilized by CSOs, has the potential to address their lack of access to funding.

Strengths and achievements

1. CSOs operating in the region are helping to fill important gaps and make visible contributions in the provision of basic services such as health, livelihoods, education, and water, which is highly appreciated by the regional government.

2. CSOs operating in the region, particularly associations of women, PWDs, the elderly, HIV positive persons, etc., are playing an important role in promoting the rights and interests of vulnerable groups.

1.   Overview of the Region

Benishangul-Gumuz is one of the ten regional states of Ethiopia, and is located in the western part of the country. It borders Amhara regional state in the north and northeast, Oromia regional state in the south and south-east, and the Republic of Sudan in the west. The population of the region was estimated to be 1,124,999 in 2019.[65] Administratively, the region is divided into 3 zones, namely Assosa, Metekel and Kamashi. The existence of the Great Ethiopian Renaissance Dam (GERD) in the region has its own impact on the political and security situation of the region. The region also hosts significant refugee communities, which numbered around 70,172 persons as of June 2021. In the last few years, the region has been affected by ethnic/community-based conflicts. In particular, the violence and insecurity in Metekel Zone has necessitated the imposition of a local State of Emergency. The economy is dominated by agriculture. Mining, particularly traditional gold mining, is also an important economic activity.

2. Number and Type of CSOs

According to data from the regional BoFED, 51 CSOs that have been registered by the Federal ACSO (28 national and 23 international CSOs) have been operating in the region, holding project agreements with BoFED. The ARRA registers and coordinates CSOs working on refugee communities in the region. Accordingly, 12 CSOs registered at the Federal ACSO (4 national and 8 international) have active project agreements with the ARRA field office in the region. Concerning regional level CSOs, the Regional Attorney General Office has registered 61 CSOs since 2005 EC.

3. Projects and other activities implemented by CSOs

Data from the regional BoFED shows that 51 CSOs have been implementing 134 projects since 2015, with a total allocated budget of over ETB 2.7 billion. However, the number of currently active projects is 70. The thematic areas covered by the active projects include

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[65] CSA, Projected Population of Ethiopia-2019

health (14), integrated (12), water, irrigation and energy (11), education (9), emergency (9), women and children (8), and agriculture (6). The CSO projects are focused more on development issues, with less emphasis on governance issues such as human rights, peace, and justice. In terms of the geographic distribution of the projects, there is some concentration in Assosa Zone (33 projects), while Kamashi Zone is less served with only 13 projects. Overall, remote or hard-to-reach areas are less served by CSO projects.

4. The Funding landscape

The data from the regional BoFED indicates that 51 CSOs will have invested over ETB 2.7 billion in the period from 2015 to 2024. Although the data does not expressly indicate the sources of funding, both the national and international CSOs almost fully relied on foreign donors. However, most local or region-based CSOs have little access to donor funding due to their low capacity and limited access to funding information. Some CSOs, such as the elderly and PWDs associations, mentioned that they have received limited financial support from the regional BoLSA. However, funding from the government to CSOs is generally not common.

5. Collaboration, networking, and partnerships within the sector

Collaboration, networking, and partnership within the civil society sector are not well developed in Benishangul-Gumuz region. There are only three formal networks of CSOs in the region, namely, 1) Benishangul Gumuz Development Associations Network (BGDAN, 2) BG Network of PLHIV, and 3) BG Women's Federation. There are some thematic level collaborations among CSOs. For example, Women's Associations, Women's Federation, Women's Forum, EWLA, etc, collaborate on an ad-hoc basis to address gender issues, particularly violence against women.

Collaboration and partnership between local and international CSOs is very weak. Most international NGOs directly implement projects without engaging local CSOs. Recently, NRC started to work with local CSOs in the implementation of some of its projects. This practice is appreciated by both the international NGO and local CSOs. CSOs also appreciated the role of some donor programmes like CSSP2 in enhancing collaboration

among CSOs, particularly among their grantees.

6. Collaboration and dialogue with the government and other key development partners

Overall, there is a good and improving relationship and collaboration between CSOs and the regional government. BoFED and Sector Bureaus appraise and sign CSO projects and participate in mid-term and terminal evaluations. However, regular monitoring of CSO projects is not common. Some government offices provide technical support and recognition to CSOs. For instance, the regional AGO provides legal advice to the Elderly and other local associations when they face legal issues. There is a regional GO-NGO/CSO forum, which is coordinated by BoFED. GO-NGO forums also exist in some sectors such as health and education. In general, the GO-NGO forums have played an important role in promoting collaboration and dialogue between CSOs and the government. Regarding CSOs' engagement in refugee work, there are well-established coordination and collaboration mechanisms between CSOs, ARRA, and UNHCR.

7. Representation and constituency building

Some of the region-based local CSOs, particularly mass-based associations and development associations, have a large number of members. Thus, they have a relatively strong direct constituency base, particularly when compared to other professional and board-led CSOs. In general, the effort of CSOs to build a constituency by mobilizing communities to share and support their values and interventions is weak. Most CSOs in the region are more focused on service delivery and capacity building, with little or no engagement in policy advocacy. Accordingly, CSOs' initiatives and ability to represent communities, serving as an interlocutor between communities and the government, or to mobilize citizens to effectively participate in politics and public affairs have been weak.

8. Accountability, transparency, and self-regulation

The periodic reporting as well as the joint mid-term and final evaluations of CSO projects have been identified as important tools in promoting accountability. Most CSOs try to

engage communities in the implementation of their projects, but involving communities in the design of projects is not common. Moreover, the programme management and financial administration practices of most CSOs are not adequately transparent, particularly to communities and beneficiaries.

9. Challenges and limitations affecting the operations of CSOs

The following are some of the major challenges and limitations affecting the operations of CSOs in the region:

- Access to funding, particularly by local and region-based CSOs. Limited engagement on IGAs and other domestic resource mobilization efforts.
- Weak collaboration and partnership within the sector. Particularly, weak partnership between international, national, and regional CSOs operating in the region.
- Most CSO projects are driven by donor interests and priorities as opposed to addressing community priorities.
- Most CSO projects concentrate on urban and accessible areas. Hard-to-reach areas/communities are less well served.
- The operations of CSOs, particularly in Metekel and Kamashi, are challenged by the prevailing conflicts and insecurity situation in the two Zones.
- Less engagement of CSOs in governance, peace-building, and rights-based issues. Although the previous legal regime that restricted the engagement of CSOs on rights issues has been replaced with a more permissive legal framework, most CSOs have yet to transform their work and to adopt RBAs.
- Lack of integrated approach between development, relief/humanitarian, and peace-building interventions. Similarly lack of adequate integration of projects targeting refugees and host communities.
- Lack of adequate structures and mechanisms for CSOs' participation/engagement in policy development, legislative, planning processes.
- Weak capacity (in terms of structure, human resources, budget, etc) of concerned government bodies to supervise and support the operations of CSOs.

- Absence of clear legal framework for the registration and regulation of regional level CSOs.

- Poor data management by government agencies that register, supervise and coordinate CSOs and their work. Particularly, data management by the regional Attorney General's Office is very poor (in terms of being incomplete, outdated, and not computerized).

10. Opportunities and Strengths of CSO

Opportunities

- The policy shift introduced in the new CSO law, i.e., from a policy of regulating and controlling the operation of CSOs to one of providing supportive supervision is strengthening the constructive relationships and collaboration between CSOs and the government.

- Some sector government offices have started providing resources, technical support as well as recognition and awards to best performing CSOs. If these practices are institutionalised/structured and scaled up, they could provide good opportunities to strengthen CSOs, particularly local CSOs.

- Some CSOs have already started to utilize the opportunity afforded by the new CSO law to engage in IGAs and other investment activities. This opportunity, if adequately utilized by CSOs, has the potential to address the lack of access to finance.

Strengths and achievements

- The existence of the BGDAN, a relatively active and strong regional CSO network, can be considered one of the strengths of the CSO sector in the region. If BGDAN enhances the composition and size of its membership, it has the potential to further strengthen collaboration and partnership within CSOs operating in Benishangul Gumuz.

- CSOs operating in the region are filling important gaps and making visible contributions in provision of basic services such as health, livelihoods, education, and water, which is also highly appreciated by the regional government.

- CSOs operating in the region, particularly associations of women, PWDs, the elderly, HIV positive persons, etc., are playing an important role in promoting the rights and interests of vulnerable groups.

1. **Overview of the City**

Dire Dawa is one of the chartered cities in Ethiopia. Administratively it has nine urban and 38 rural kebeles. It is home to about half a million people (49.5% female), and about 65% of the population resides in the nine urban kebeles. In terms of ethnicity, persons identifying themselves as Oromos and Somalis account for 46 and 24 percentof the population, while 20% are Amharas. Islam is the dominant faith category (71%) followed by Ethiopian Orthodox Christianity (26%)[66]. The City is administered by a mayor appointed by the City Administrative Council. In line with the ethnic-based political organization, the administrative officials come from three groupings; Oromos and Somalis take 80% of the seats while the balance 20% is left for the others. This arrangement was contested by residents in 2019 through protest rallies. It is not apparent that the practice has changed following the merger of these parties into the *Prosperity Party* (December 2019).

Owing to its location, as a major city closest to the Djibouti port, Dire Dawa attracts a large number of youth from all parts of the country exploring business opportunities, including illegal migration. Likewise, the city is home to a large number of low-income elderly people who used to work in factories (textiles and others) and the military. The city is highly vulnerable to seasonal flooding from rains in the highlands of Eastern Hararghe. All these social issues together with the political governance situation require effective leadership to ensure peace, stability, and sustainable development benefitting all segments of society.

2. **The Mapping exercise**

The mapping exercise of CSOs in Dire Dawa City Administration was conducted in two phases. The first comprised a desk review of relevant documents collected exclusively from the regional Bureau of Finance. This was followed by fieldwork in Dire Dawa where the study team conducted key informant interviews and group discussions with targeted representatives of the City Administration and CSO leaders. These included 11 officials

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[66] https://en.wikipedia.org/wiki/Dire_Dawa

from the City Government departments for Finance, Health, Labour and Social Affairs, Women and Children's Affair and Peace and Security Administration; 18 representatives of CSOs (international, local, and the Chamber of Commerce and Sectoral Associations). Besides, the study team managed to visit the ongoing projects of a few CSOs in Dire Dawa. Last but not least, the team presented a summary of its findings and recommendations to the key stakeholder groups' debriefing session. These findings and suggested action areas are outlined in the next section.

3. Number and type of CSOs

There is no consolidated registry of all CSOs operational in the City. From the BoFED document, two broad categories of CSOs are identified; those having project agreements, and those certified and registered by the Bureau. The recent information from BoFED shows that 30 largely federal-level registered CSOs (8 FBDOs, 7 ICSOs and 15 national) were involved in implementing projects (with agreements) in Dire Dawa.

Regarding the second category, the BoFED has registered and issued certificates to 42 CSOs based in Dire Dawa. Hence, the total number of CSOs that can be said to exist and operate in Dire Dawa is about 80[67]. Of the list, three of the stronger local CSOs, Jerusalem Children and Community Development Organization, Pro Pride and Forum on Sustainable Child Empowerment, have ceased their operations in Dire Dawa due to a shortage of funds. Engender Health, a British Charity, has also phased out operations from Dire Dawa and Harar. The BoFED officials noted that some international CSOs only establish offices in Dire Dawa for operations in adjoining regions. They also indicated that some international CSOs operate in Dire Dawa with agreements signed at the federal level and not with their Office.

The comparison of the current number and types of CSOs in Dire Dawa to that of the status in 2015 is shown in Table 1 below. As can be seen, there has been a marked decline in numbers of operational national and international CSOs in the City. The total number is

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[67] By taking into account the two elderly care providers (Dawit Home for the Aged and Asegedech Asfaw Elderly centre) the regional branches of EWLA and EHRCO, the Dire Dawa Chamber of Commerce and Sectoral Associations and the CETU Dire Dawa Branch

augmented by the 42 regional CSOs registered by the City Administration since the previous mapping. However, apart from the annual renewal of licenses and occasional telephone conversation, the BoFED does not have a system to provide follow-up support for the regionally registered CSOs.

The regional branch offices of the EHRCO and Ethiopian Women Lawyers' Association are active CSOs in Dire Dawa, but not known in the files of the BoFED. Likewise, the two elderly care providers, Dawit Home for the Aged and Asegedech Asfaw Elderly Centre are visible local actors. The Dire Dawa Chamber of Commerce and Sectoral Associations is another important element of the City's CSO community, although it is not that active currently due to the COVID-19 pandemic and the slowdown in the economy.

During the 2015 Mapping Study, the Network of HIV Positive People Associations in DD (DNP+) and Dire Dawa Community Action Network (DDCAN) were identified as networks operating in the City. At present, while the DNP+ remains actively operational, the DDCAN has transformed itself into a self-standing local CSO during the re-registration under the new CSO law. To address the gap, a new network named Dire Dawa Civil Society Network (DDCSN) was established in 2019. Like other regional administrations, Dire Dawa has established a development association known by the name Dire Dawa Development Association. This is a new addition to the mix of the CSOs based in Dire Dawa.

In conclusion, Dire Dawa needs to motivate the existing and attract other capable CSOs to enhance and commence their operation in the City.

Table 1 – Comparative presentation of Dire Dawa CSOs, 2015 and 2021

Types of CSOs		No. of CSOs operating		Remark
		2014	2021	
1	National CSOs	46	15	Including 2 networks
2	ICSOs	15	7	
3	Faith-based national Development Orgs	10	8	
4	Faith-based Int. Development Orgs	2	0	
5	Regional level registered CSOs	0	42	
6	Regional Development Association(s)	0	1	Dire Dawa Development Association
7	Others	1	1	Chamber of Commerce and Sectoral Asso.
		74	74	

4. Projects and other activities implemented by CSOs

The data from Dire Dawa BoFED shows 31 CSOs have implemented 66 projects during the last five years. About 45% of all the projects (30 in number) primarily target Children (OVC), and together with the education-focused actions they make up 50% of the 66 projects. The health sector activities including HIV/AIDS and responses to the COVID-19 pandemic, support to the displaced and migrants constitute a total of 13 projects. Sixteen projects of local CSOs largely supported by CSSP2, ESAP 3, the Mastercard Foundation and USAID/Pact implement actions for promoting governance (social accountability,

gender equality, youth empowerment, inclusion of PWDs, and strengthening local level peace committees). All of the governance-focused projects, except one, have actually phased out before May 2021.

In terms of the size of individual projects, the maximum is about ETB 372 million, while the minimum is around ETB 0.1 million with the average project fund size being ETB 13.8 million. The SDCC of ECC implemented an emergency response for IDPs sheltered in the city, while Save the Children implemented an initiative to fight human trafficking and exploitation of migrants, and to support the reintegration of returnees. CSOs are also active in the implementation of welfare-focused activities. Dawit Home for the Aged provides care and support for 235 older people (in a community-based setting). Asegedech Asfaw Home for the Elderly supports about 70 destitute elders in its shelter, while the Missionaries of Charity provide all-round support for the destitute and the sick.

The regional branches of EHRCO and EWLA, despite having few staff, are engaged in the provision of civic education, legal aid, and representation related to violation of human rights, including GBVWC. During the 2021 national election, HRC deployed 40 accredited election observers and has submitted its consolidated report to the head office in Addis Ababa. Other CSOs involved in the monitoring of the election include the Dire Dawa Civil Society Network and Synergy for Development (SfD) which operated under the coordination of Consortium of Ethiopian CSOs for Observing Election (CECOE).

Analysis of the data from the BoFED shows that the implementation periods of 39 of the 67 projects had already expired by May 2021, and what the BoFED currently coordinates are only 28 projects.[68]

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[68] The two elderly care providers, Dawit Home for the Aged and Asegedech Asfaw Elderly centre are not in the list of project holders. Same with the regional branches of EWLA and HRC.

Table 2- Thematic areas of Dire Dawa CSO projects

		Examples
Child development and education	33	Abdusemed Ahmed Memorial Orphan Child Center, Yelutheran Betekiristian be Ethiopia Mahberawina Limat Mahber, Yelutheran Betekiristian be Ethiopia, Ethiopian Mulu Wongel Amagnoch Church Development Commission, Meserete Kristos church relief and development Association, Ethiopian kale Heywet Church Development commission, Positive Action for Development, Vision for Eth ass.(VEA), Devt and Relief Ass (DRA) and Ashto Children foundation development project charity
Governance, Human-rights, gender equality & youth empowerment, PWDs inclusion & Entrepreneurship	16	PAD, Pro Pride, DD community action Eastern development initiative
Health, HIV/AIDS and RH	3	Eth Catholic Church social and dev. Comm. Pro Pride
Food security, integrated	4	Agri-Terra and Eth catholic Church social and dev. Comm.
Emergency supports for COVID and the displaced	10	DDCSN, Save the Children, Action Against Hunger, Eth catholic Church social and dev. Comm., and Handicap International
TOTAL	**66**	

As can be seen from the table above, while many of the evangelical church-affiliated CSOs focus on child development, the international CSOs to a large extent focus on humanitarian emergency responses. It is encouraging that a fairly significant number of local CSOs implemented RBAs-projects promoting inclusion, accountability, equality, and empowerment of the youth, PWDs, and women. Such actions require sustained

interventions to make a difference in society. Unfortunately, some of the promoters of such actions have terminated operations in Dire Dawa for lack of resources and other reasons.

5. The Funding landscape

The data from Dire Dawa BoFED shows that CSOs in Dire Dawa have invested about ETB 912.34 million during the last five years. About 45% of the total budget came from the Social and Development Commission of ECC through its seven projects financed by the Catholic Relief Services and the Caritas members from Europe. Compassion International is funding the child development programmes of the six evangelical Church-affiliated development organisations.   The USAID (direct and through PACT Ethiopia) has supported 10 projects with varying focuses with a total of about ETB 100m. Likewise, CSSP2 and ESAP 3 supported 12 projects (7 by CSSP2) with a total value of about ETB 15 m (13.5M being that of CSSP2).

Save the Children implemented the migration-focused project with financial support from the Italian Agency for Development Cooperation. Related to this, a local CSO by the name Positive Action for Development (PAD) implemented a project for the reintegration of returnees with financial support from IOM. The Mastercard Foundation provided funding to SNV to implement an ongoing project titled *Realizing Aspiration of Youth in Ethiopia through Employment*.

It is encouraging to note that the Dire Dawa City administration Council is providing financial and other support to welfare-focused local CSOs. The two Elderly Care Centres are regular/annual block grant recipients. In addition, the City Administration Council has approved an allocation of ETB 3 million to sustain the work of the Dire Dawa PLHIV Network and has donated ETB 1 million to kick-start the Dire Dawa Development Association. The Council has also allocated 5,000 square metres of lease-free land for the construction of a home for the elderly. It is equally encouraging to note that the Dire Dawa Community is generally appreciating and supporting the works of the local welfare-based CSOs. The Director of Dawit Home for the Elderly reported that food and other material

support for his target groups, who are over 200 in number, is mobilized from the community (no donor funding as such!)[69]

Based on these observations, the study team sees prospects for mobilizing more local resources in support of local CSOs in Dire Dawa, both from the government and the City Administration.

6. Collaboration, networking, and partnerships within the sector

The collaboration between CSOs, large and small, international-national, and national and regional CSOs, in Dire Dawa is better compared to the situation in Harar but still needs major work to strengthen it. The newly formed DD CSO Network (with only 3 founding members) has the potential to bring together all CSOs for sharing information, experience and joint actions. In addition, the Dire Dawa Network of PLHIV Associations coordinates the participation of its three members (Tesfa Berhan, Shama Berhan and Alfa Berhan) in the outreach works of HIV awareness, promotion of testing and adherence to anti-retroviral therapy.

The regional chapter of CCRDA facilitates information exchange amongst CCRDA members based in Dire Dawa, including for participation in GO-NGO meetings, training and workshops. CSOs engaged in emergency and food security programmes have informal exchange arrangements overseen by the Development and Services Commission of ECC (formerly known as Harargae Catholic Secretariat).

CSOs who took part in the debriefing session acknowledged the gap in internal coordination and established a telegram platform hosted by and named after the Dire Dawa Civil Society Network meant for the exchange of information. This has attracted more than 60 participants following its launch in August 2021 (with the encouragement of the Mapping Team). The CSSP2 project office in Dire Dawa takes some credit for the start-up of the DDCSN. It could have done much more had it not been for the narrow mandate and

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[69] Ato Dawit remarked that thanks to his volunteers and the generous Dire Dawa Community he never faced shortage of food and other supplies for the elderly.

the COVID-19 pandemic and other factors that compelled the closing down of the office (by the time of the fieldwork).

7. Collaboration and dialogue with the government and other key development partners

Collaboration among the two stakeholders is relatively good as exemplified by the government allocation of funds and other resources for some of the CSOs. The Health, Children, Women and Youth, and the Labour and Social Affairs Offices organize quarterly sessions where the progress of planned tasks are reviewed. The HRC regional office head acknowledged that the City Administration pays attention to its appeals related to HR violations (to the extent of establishing joint committees to undertake investigations and take corrective actions).

The CSOs who took part in the recent (2021) national election as observers could have organized discussion and dialogue sessions in Dire Dawa on summaries of their observations and recommendations for the future. This opportunity was missed as they were obliged to rather submit the reports to the Addis Ababa-based coordinators (HRC and CECOE).

There is also the Dire Dawa GO-NGO forum even though it was not functional over the last two years. It is anticipated that the CCRDA regional chapter in collaboration with the BoFED will revive the forum meetings. DD BOFED and BoLSA offices emphasized the need to harmonize communication between the Administration's offices and the federal ACSO. Some CSOs are said to express a preference to work directly with the ACSO bypassing the regulatory departments of the City Administration. It is alleged that such CSOs have some malpractices that are better known by their systems of monitoring.

8. Representation and constituency building

The DNP+ director representing the three member PLHIV associations is a member of the taskforces and committees under the Health Bureau. The director of the DDCSN also serves as the Health Sector CSO coordinator, including the COVID-19 response coordination.

The HRC branch office confirmed that they have 40 members (11 of them are women). Some of these members provide free legal aid and civic education to service seekers. Likewise, Dawit Home for the Elderly has about 2000 volunteer members who mobilize resources. The strategy for attracting supporters/constituency is by demonstrating outputs rather than conducting promotional works.

9. Accountability, transparency, and self-regulation

Downward accountability is generally undeveloped. The targeting of project beneficiaries is done with the active participation of the local government and community representatives - the practice of CSOs' self-targeting of beneficiaries has largely gone. Moreover, the quarterly reporting and review sessions strengthen the culture of accountability of CSOs for the resources entrusted to them.

The 'bigger' local CSOs and the international CSOs subscribe to the minimum standards (Codes of Conduct) issued by CCRDA and other CSO networks. Much more needs to be done to operationalize these Codes. Some of the welfare-focused CSOs are managed as 'family initiatives' and this has to be rectified[70].

10. Challenges and limitations

Challenges pertaining to the City Administration

a. Systems for follow-up and support for the CSOs registered at DD are undeveloped.
b. Some of the 'bigger' CSOs complain that the BoFED and other sector offices do not provide feedback on interim reports collected (capacity issue).
c. Some of the CSOs complain that BoFED staff unethically request payments (as per diem) for participating in monitoring and other activities. Moreover, CSOs are not appreciative of the common government practice of asking CSO's to contribute to the marking of International Days (like Women's and HIV days).

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[70] In one of the CSOs visited a daughter of the founder (who has no operational mandate because of age) is serving as a 'volunteer' but having more decision making power than the employed manager.

d.   There is a gap in the communication between ACSO and the City Administration regarding monitoring of CSO activities (and BoFED staff do not appreciate the practice whereby ACSO has rewarded some CSOs which they view as not transparent in their operations and management).

Challenges pertaining to CSOs in Dire Dawa

a.   Many of the smaller CSOs do not have 'adequate' and reliable donor support, hence are inactive in terms of operations. Admas Common Affairs Charity Organisation and Dire Dawa Community Action are examples of such CSOs.

b.   The level of accountability and transparency in the operations of some of the welfare-focused CSOs needs to be further developed.

11. Opportunities and Strengths

Opportunities

a.   The current City Administration is generally appreciative of and facilitates the work of CSOs

b.   The progress made towards an inclusive city-wide CSO network could address the gaps in internal coordination and interactions with the government and other stakeholders

c.   The commencement of efforts in local resource mobilization could be further strengthened to cover more thematic and sectoral areas. In light of its significance for the people of Dire Dawa, Islamic finance could be mobilized for CSO operations.

Strengths

a.   The operational CSOs are providing highly-valued basic and welfare-focused services to the weak and vulnerable segments of society (OVC, the Elderly, the sick and PLHIV).

b.   Some CSOs managed to mobilise adequate local resources in support of their programmes (as role models).

c. Some of the local CSOs have developed cordial relations with the City Administration enabling them to promote objectives (e.g. HRC DD branch).

Limitations

a. Absence of a functional internal coordination arrangement amongst the CSOs.

b. An undeveloped practice of dialogue with the regional government.

c. The boards of some of the welfare-focused CSOs need to be strengthened.

12. Recommendations

a. Strengthen the documentation, follow-up, and support functions in BoFED.

b. Encourage better performing CSOs and share experiences with others.

c. Continue to allocate locally available resources (e.g. land, office space) to help reduce the administrative costs of CSOs (but making sure that resource allocation is done in a competitive, transparent, and merit-based manner).

d. Strengthen the internal cooperation amongst CSOs by strengthening the city-wide CSO network and the information exchange platform.

e. Strengthen the collaboration between the international CSOs based in Dire Dawa so that the local CSOs are able to access resources for actions where they have comparative advantages.

1. Overview of the region

The Gambella Regional State is one of the ten member states of the FDRE. It is located in the southwestern Ethiopian lowlands bordering the Republic of South Sudan in the west, Oromia Regional State in the northeast, and SNNPR in the southeast. According to the projections of the Central Statistics Agency, based on the 2007 national census results, Gambella region has a population of 463,000 people in 2019.[71] The region is divided into three administrative zones (Anuak, Nuer, and Majang), 12 *woredas*, and one special *woreda* (Itang).

A large area of the region is made up of the protected Gambella national park. Agriculture is the major economic activity in the region. Ethnic-based tensions and conflicts, particularly between the Nuer and Anuak people have existed for a long. There is a large presence of refugees from South Sudan, almost equal in number to the host population. According to data from the UNHCR-Operational Portal on 31 August 2021, there were 348,121 refugees in the region. The existence of a large number of refugees has led to some tensions between refugees and host communities. Moreover, it has put high pressure on public services and has contributed to relatively high inflation rates in the region.

2.   Number and Type of CSOs

The Gambella regional state has established a separate Agency of Civil Society Organizations, which is mandated to register and regulate region-based CSOs (a mandate given to AGO in most other regional states) and to sign, register, and coordinate project agreements with CSOs registered by the Federal ACSO (a mandate performed by BoFED in other regional states.)

According to data from the regional ACSO, 41 CSOs that are registered by the Federal ACSO are currently operating in the region by signing project agreements. There are also 76 region-based CSOs that are registered at the regional ACSO. The ARRA registers and coordinates CSOs working on refugee communities in the region. Accordingly, 30 CSOs

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[71] CSA, Projected Population of Ethiopia-2019

registered at the Federal ACSO (largely international CSOs) are operating in refugee camps in the region by signing project agreements with the ARRA. The branch offices of the CETU and the regional Chamber of Commerce and Sectoral Associations are another categories of CSOs operating in the region.

3.   Projects and other activities implemented by CSOs

Data from the regional ACSO shows that the 41 CSOs that have project agreements with the regional government are implementing more than 73 projects in the period from 2016 to 2024. Thematically, the CSO projects are more focused on emergency and service provisions. Governance issues such as human rights, peace, and justice are less prevalent. Geographically, the CSO projects are more concentrated in *woredas* where refugee camps are located. Moreover, remote and inaccessible areas are less served by CSO projects.

As mentioned above, 30 CSOs are operating in the refugee camps in the region by signing project agreements with the ARRA. The study team could not access data on the exact number of projects by these CSOs. However, all of these 30 CSOs are currently implementing projects focusing on service provision to refugees in the areas of shelter, WASH, health, education, livelihoods, and protection.

4. The Funding landscape

The data from the regional ACSO indicates that the 55 CSOs with active projects have allocated more than ETB 1.5 billion for actions being implemented in the period from 2016 to 2024. Although not complete, the regional ACSO data on CSO projects includes information on funding sources, or the donor for each project. The data indicates that almost all CSOs are implementing their projects with funding from foreign donors/sources. Some CSOs, for example the Gambella Youth Association, mentioned that they have received material and financial support from the government. However, funding from the government to CSOs is generally not common. The study has not identified any instance of a CSO engaging in investment and other IGAs to fund its projects.

5. Collaboration, networking, and partnerships within the sector

Collaboration, networking, and partnership within the civil society sector are generally very weak in the Gambella regional state. There are only a few formal and active networks of CSOs in the region. Recently, a group of local CSOs established the Gambella Network of CSOs. Based on the commitment of the organizers and members demonstrated so far, the Network has the potential to be active but needs to be supported.

Collaboration and partnership between local and international CSOs is very weak. Most international NGOs directly implement projects without engaging local CSOs.

6. Collaboration and dialogue with the government and other key development partners

Overall, there is a good and improving relationship and collaboration between CSOs and the regional government. The regional ACSO and Sector Bureaus appraise and sign CSO projects and participate in mid-term and terminal evaluations. However, regular monitoring of CSO projects is not common. Both CSOs and government representatives mentioned some gaps that are affecting the effective collaboration between CSOs and the government. The major concerns raised on the part of government stakeholders regarding the operation of CSOs include:

1. More focus of CSOs on refugees and emergency issues as opposed to development interventions
2. Some CSOs operating without the knowledge of the regional government
3. Some NGOs disappear or fail to implement the agreed projects
4. Untimely report submissions (particularly local CSOs)
5. High administrative cost of CSOs.

The government's capacity gap to adequately follow up as well as proactively recognize, support and own CSOs' work is mentioned by CSOs as a major concern affecting the relationship and collaboration between CSOs and the government. Regional and sector level GO-NGO/CSO forums that exist in the region are playing an important role in promoting collaboration and dialogue between CSOs and the government. Regarding

CSOs' engagement in refugee work, there are well-established coordination and collaboration mechanisms between CSOs, ARRA, and UNHCR.

7. Representation and constituency building

Some of the region-based local CSOs, particularly mass-based associations and development associations, have a large number of members. Thus, they have a relatively strong direct constituency base, particularly when compared to other professional and board-led CSOs. In general, the efforts of CSOs to build a constituency by mobilizing communities to share and support their values and interventions are weak. Most CSOs in the region are more focused on service delivery and capacity building, with little or no engagement in policy advocacy. Accordingly, CSOs' initiatives and ability to represent communities, serving as an interlocutor between communities and the government, or mobilizing citizens to effectively participate in politics and public affairs have been weak.

8. Accountability, transparency, and self-regulation

The periodic reporting as well as the joint mid-term and final evaluations of CSO projects have been identified as important tools in promoting accountability. Most CSOs try to engage communities in the implementation of their projects, but involving communities in the design of projects is not common. Moreover, the programme management and financial administration practices of most CSOs are not adequately transparent, particularly to communities and beneficiaries. The present study has not identified any region-based self-regulatory system created by the CSOs.

9. Challenges and limitations affecting the operations of CSOs

The following are some of the major challenges and limitations affecting the operations of CSOs in the region:

- Challenges of access to funding, particularly by local and region-based CSOs. Absence of engagement in IGAs and other domestic resource mobilization;

- Weak collaboration and partnership within the sector. Particularly, weak partnership between international, national, and regional CSOs operating in the region;

- Many CSO projects are driven by donor interests and priorities;

- Most CSO projects concentrate on urban and accessible areas. Hard-to-reach areas/communities are less well served;

- Less engagement of CSOs in governance, peace-building, and rights-based issues;

- Lack of integrated approach between development, relief/humanitarian, and peace-building interventions. Similarly lack of adequate integration of projects targeting refugee and host communities;

- Lack of adequate structures and mechanisms for CSOs' participation/engagement in policy development, legislative, planning processes;

- Weak capacity (in terms of structure, human resource, budget, etc) of concerned government bodies to supervise and support the operation of CSOs;

- Poor data management by government agencies that register, supervise and coordinate CSOs and their work. Data management by the regional ACSO is very poor (in terms of being incomplete, outdated, and not computerized).

10. Opportunities and Strengths of CSOs,

Opportunities

a. The policy shift introduced in the new CSO law, i.e., from a policy of regulating and controlling the operation of CSOs to one of providing supportive supervision is improving/strengthening the constructive relationships and collaboration between CSOs and the government.

b. Some sector government offices have started providing resources, technical support as well as recognition and awards to best performing CSOs. If these practices are institutionalised/structured and scaled up, they could provide good opportunities to strengthen CSOs, particularly local CSOs.

Strengths and achievements

CSOs operating in the region are filling important gaps and making visible contributions in the provision of basic services such as health, livelihood, education, and water, which is also highly appreciated by the regional government.

1. Overview of the region

Harari is the smallest of the ten regional states of Ethiopia. Based on the 2007 Census conducted by the Central Statistical Agency of Ethiopia, Harari has a total population of 183,415, of whom 92,316 were men and 91,099 women[72]. The majority of the population (about 70%) are urban dwellers. The region is surrounded in all directions by the Oromia regional state, which as well is home to the administration office of Eastern Hararghe Zone in the town. In addition, the political administration is jointly held by the Harari and Oromo Prosperity Party representatives. The city continues to experience a shortage of potable water supply and associated issues of waste disposal (services originating from within the Oromia region). Trade, in all its forms (formal and informal, legal and contraband), is the mainstay of the regional population.

As a long-established city with a diverse population having different interests and perspectives, there are tensions that affect peace and stability. For example, the issue of participation of non-Harari and non-Oromo residents in the City political administration remains a grey area.

2. The Mapping exercise

The mapping exercise of CSOs in Harari region was conducted in two phases. The first one was a desk review of relevant documents collected from the regional Bureau of Finance and the Attorney General's Office. This was followed by fieldwork in Harari where the study team conducted key informant interviews and group discussions with targeted representatives of the regional government and CSO leaders. These include 8 officials from the relevant regional government departments and 15 representatives from CSOs (international, local, and the Chamber of Commerce and Sectoral Associations). In addition, the study team managed to visit the ongoing projects of a few CSOs. Last but not least, the team presented a summary of its findings and recommendations to the key

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[72] https://en.wikipedia.org/wiki/Harari_Region

stakeholder groups' debriefing session. Below are the findings and suggested action areas arising from the study.

3.   Number and type of CSOs

Harari is a region where relatively few CSOs operate. From the documentation at Harari Bureau of Finance, a list of 31 CSOs (active and inactive) was found[73]. It is interesting to note that this figure is identical to the number of operational NGOs as reported in the 2014 Update Mapping report[74] indicating the absence of a growth in number. In terms of typology, 15 are local CSOs registered at the federal level, 6 are international CSOs, and 10 are faith-based development organizations (2 being international).

The Harari Attorney General's Office has registered 146 local CSOs since 2016. These are mostly self-help and community-based institutions whose operation is not governed by project agreements with sector bureaus. However, it is obvious that these CSOs contribute to addressing some social issues at the community level.

Six of the 10 faith-based development organisations belong to the development wings of the evangelical churches in Ethiopia. These are Harar Emanuel Baptist Church, Harar Emanuel United Church, Harar Lutheran Church, Harar Muluwongel Amagnoch Church, Ethiopian Kale Hiwot Church Development Programme (EKHCDP), and the Development and Social Services Commission of the Ethiopian Evangelical Church Mekane Yesus (DSC-EECMY).

Of the evangelical affiliated project holders, EKHCDP and DSC-EECMY are new additions since the previous mapping. Hohete Misrak Child Development Centre, which belongs to the Children and Family Affairs Commission of the EOC, is one of the oldest child care providers in the town. A local organization by the name Darul Hijira Centre provides shelter and support to around 100 orphaned and vulnerable children in a facility. World Vision Ethiopia and the Turkish Maerif Foundation are the two international CSOs that operate in Harari region, the latter focusing on educational service provision.

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[73] However, detailed projects' documentations for 19 CSOs only.
[74] Page 170

Type of CSOs		# of CSOs operating		Remark
		2015	**2021**	
1	National CSOs	29	14	
2	ICSOs	4	6	
3	Faith-based national Development Orgs	5	8	
4	Faith-based Int. Development Orgs	0	2	World vision International
5	Regional level registered CSOs	201	146	
6	Regional Development Association(s)	1	1	Harar Abadir Development Association
7	Others	1	1	Chamber of Commerce and Sectoral Asso.
		241	**178**	

The regional development association, Harar Abadir Development Association appears to have scaled down its operation (compared to its participation outlined in the previous mapping report) and only manages a primary school in the town. Likewise, the mapping team found the Harar Chamber of Commerce and Sectoral Association in a difficult situation where the administration has warned it to vacate its office within a period of five-days (until demolition!). On the other hand, the Harari Youth Network which was among the CSOs reached by the previous Mapping Study is not in the list of CSOs registered either at the federal or regional levels. Its facebook page refers to Global Harari Youth Network and the contents are more about political rallies in support of the *Prosperity* Party.

The Network of PLHIV in Harar with its three constituent members[75] continues its operation aimed at promoting the interests of its constituency and community outreach

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[75] Tesfa Berhan and Medhin Harari Women LHIV

works for the control of the pandemic. The Mekedonia Elderly Centre was involved in implementing a two-year contract for managing the Harar elderly-home (named as Abreha Bahta) but the registry at the Bureau of Finance does not include its name in the list of operational CSOs in Harar. Stand for Integrated Development and Shalom Orphans and Vulnerable Children Support Organisations operate in Harar focusing on street children and adults.

SOS Children's Village continues to provide support for needy children both in its facility and at community levels. The MFM Harar Agro Technical and Technology College is another well-established institution providing degree-level education from its office-base in Harar. Of recent, they enroll students from all regions (based on entrance exams and set criteria) hence the operational linkage and relevance to Harari region is not that significant.

As indicated earlier, not all CSOs identified by the study are currently operational. For example, Hope for the Children Organisation involved in promoting social accountability and the Engender Health (focusing on reproductive health) have terminated their operations in Harari due to lack of funds and perhaps other reasons. The mass-based associations are not that active and this could be linked to the issue of inclusivity as they are organized along ethnic lines. The region remains short of strong CSOs that help in the efforts of addressing the complex social and governance issues.

4.   Projects and other activities implemented by CSOs

The Harari Bureau of Finance and Economic Development has been coordinating projects of 19 CSOs[76]. Of of these, 13 (42%) are child development projects (largely through sponsorship). Exceptions are the local CSO called *Darul Hijira* (providing institutionalized care for 108 orphaned and abandoned children) and SOS Children Village (assisting about 105 children from its alternative child-care centre). Health sector activities focusing on HV/AIDs and Reproductive Health account for about 23% of the 31 projects. Three organisations (Action Against Hunger, Hasenet Charity Organization, and Target Humanitarian Assistance Canada Association) provide humanitarian assistance for the

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[76] The study learned on the presence of 31 projects, but detailed documentation is only for 19 projects

needy segments of society. MFM Harar Technology College provides degree-level education for students screened and admitted nation-wide. The Turkish Maerif Foundation is primarily running a school in the town. A national CSO named Hope for the Children Organization piloted a social accountability project in the region, but it has terminated its operation in the region during the fieldwork due to lack of funds.

SOS Children's Village provides institutionalized support for about 105 children (male and female) in different age ranges. About 60 are enrolled in colleges and an additional 35 (19 female) are assisted from a youth facility for social integration. It also has a coordination role in the operation of the kindergarten and a formal school registered as a social business for income generation. Apart from the institutionalized support, the CSOs have commenced community-based child support programmes, the objective of which is to economically empower families so that they are able to assist the development of their children.

From the description above, it can be seen that there are no human rights and governance-focused CSOs. Consultations and mediations among the different ethnic-based interest groups for an inclusive and accountable system of governance require the presence and participation of strong CSO groups. The beginnings in the promotion of social accountability have been terminated with the expiry of the project period. In the area of environmental protection and WATSAN no significant CSO actions were observed. Moreover, innovative and effective actions from CSOs are needed so that the youth is detached from the risks associated with the addictive Khat chewing culture to that of entrepreneurship and community strengthening.

5.   The Funding landscape

The region does not have a consolidated report showing the size of funds used by CSOs over the last five years. What they provided is the total fund used during the 2019/2020 fiscal year by 19 CSOs, amounting to around ETB 85.74 Million. In the 2015 Update Mapping report, it was indicated that 16 NGOs invested ETB 45.1 million in the fiscal year

2006 EC[77]. Since most of the projects have been under implementation for the last three to five years the best approximation of the five year CSO budget in Harari would be about ETB 428.7 Million.

The child development evangelical church-affiliated organisations get their funding from Compassion International (a faith-based donor with a country office in Addis Ababa). Three projects focusing on the rehabilitation of street dwellers (children and adults) were supported by the WB trust fund for Urban Safety Nets through the Ministry of Labour and Social Affairs.

The orphanage of *Darul Hijira* collects occasional individual donations from some of the residents of Harar, including the regional president. It used to get financial support from friends in Canada, which has now waned. Penny for the Needy and Target Humanitarian Assistance of Canada was founded as a Diaspora initiative and still greceives some support from the initiators and friends to run the organisations. The ESAP supported two projects (one for Hope for the Children Organisation and another for Development and Relief Organisation).

SoS Children's Village manages its Kindergarten and the Preparatory School as income generating schemes. However, the programme managers indicated that they have to inject additional resources to keep the services running let alone generating income for their other social services.

All the costs of the 695 students and administration of the MFM Harar Agro-technical and Technology College are covered by MFM donors from Europe, with no requirements for cost recovery or sharing.

In terms of significance, MFM Harar Agro-Technical and Technology College and SOS Children's Village contribute 66% of the total budget for 2019/2020 with the remaining 17 CSOs contributing the balance. Regarding the size of individual projects, the largest is about ETB 35 million while the smallest is about ETB 0.15 million.

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[77] Page 170

The study team believes there is a strong opportunity for tapping into Islamic finance to strengthen CSO activities, particularly in the social sectors. An additional opportunity would be to facilitate the scale-up and transparent allocation of governmental resources for CSO initiatives.

6.   Collaboration, networking, and partnerships within the sector

The collaboration between CSOs - large and small, international and national - are undeveloped. The two big international CSOs (MFM and SOS Children's Village) continue to self-implement actions. Many of the smaller CSOs are largely less active. SOS Children's Village serves as the focal point of the CCRDA regional Chapter. Its key roles include mobilization of the CCRDA members based in Harari for training and other events when alerted by either CCRDA or the regional BoFED. This arrangement remained inactive during the last two years because of the COVID-19 pandemic and the overall slowing down of operations. There is a regional PLHIV network founded by two members who cooperate in the effort of accessing resources from the Global Fund, CDC of USA, and even governmental sources.

The absence of effective inclusive network means that the CSOs are unable to make joint statements and requests on issues affecting their operations. Participants during the feedback meeting acknowledged that they operate independently, and hence they do not cooperate and or hold dialogues with the regional government. One participant wondered whether the regional administration recognizes them as development partners or not.

The situation of CSOs' networking in Harari remains the same as the situation during the previous mapping study. CSO representatives who took part in the feedback session have agreed to establish a framework for the exchange of information either on a biannual or annual basis. For this to succeed some local capacity building or network initiator is needed.

7. Collaboration and dialogue with the government and other key development partners

Collaboration between CSOs and the regional government is guided by a GO – NGOs cooperation manual. As per the guideline, an annual joint GO–NGO forum was supposed to be organized to review operational issues of cooperation between the two stakeholders. The focal person of the CCRDA regional Chapter (SOS Children Village) serves as secretary of the steering committee of the forum and takes part in the planning of such events. Due to the COVID-19 pandemic the forum did not take place in the last two years.

Most of the CSO leaders contacted affirmed that despite the capacity limitations the governmental stakeholders demonstrate relatively better collaboration when it comes to project agreements, monitoring, and evaluations since the coming into force of the new CSO law. Project signatory government departments and counterparts at the community level participate in the targeting and screening of beneficiaries from CSO projects. For example, SOS Children's Village accepts children for enrollment in the alternative care center and the community-based projects following such screening and endorsement process. The same arrangement is followed by the Hohete Misrak Child Development Centre, Penny for the Needy, Stand for Integrated Development, and the evangelical church-affiliated child development programmes. During the field visit, a few of the informant CSOs expressed the inadequacy and ineffectiveness of the facilitative roles of the regional government for promoting their objectives (delayed responses).

Owing to the capacity limitations of most of the CSOs, primarily engaged in basic social service delivery, prospects for dialogue with the government on strategic regional issues (for example issues of inclusive local governance) remain bleak. Some of the key informant CSOs contacted expressed that they prefer to focus on the service delivery proper for fear of possible administrative backlash if they venture into governance and human rights issues.

8. Representation and constituency building

Not much can be said about aspects of representation. The Regional PLHIV network participates in the health sector coordination arrangement, representing its two members (Medhin Association of Harari Women LHIV and Tesfa Berhan Harari PLHIV Association), who in total have about 1,500 members. During the fieldwork, the network director was involved in lobbying the regional government to access the 2% HIV/AIDS mainstreaming fund contributed by civil servants for covering the costs of the home-based care services of the member PLHIVs.

The Harari Chamber of Commerce and Sectoral Associations reported that it has about 4,500 members whom it is representing in the governmental structures of relevance for the business community. This fairly large constituency appears inactive for various reasons as they were not mobilized to counter the government's decision of expelling the secretariat from its office base (without due process).

9. Accountability, transparency, and self-regulation

The practice of registering local CSOs by the regional Attorney General's Office has improved opportunities for citizens to organize and promote their objectives. However, systems for follow-up and support are undeveloped as the responsible Office is understaffed. Harari Attorney General's Office has prepared a draft regional CSO Law for discussion. The enactment of the law might elaborate frameworks for accountability and transparency of operations of the regional CSOs.

CSOs registered at the federal level are subject to the monitoring and evaluation systems of the regional government (primarily BoFED) and ACSO. The regional government receives quarterly progress reports of project implementation while the ACSO receives the annual narrative and audit reports. Apart from these obligatory arrangements of accountability and transparency, the smaller regional CSOs do not have sufficient organizational policies and systems for assuring accountability for resources entrusted to them (for example, individual donations) and transparency of their operations.

The practice of joint screening and targeting of project beneficiaries by governmental and project holder CSOs has a positive effect on the transparency deficit often alleged in CSO operations. The bigger federally registered CSOs are signatories to the Codes of Conduct of CCRDA and other networks. Nevertheless, there is a clear need to promote and enforce such codes in the years to come.

10.   **Challenges affecting the operations of CSOs,**

Challenges pertaining to governmental departments

a. The coordination office under the BoFED is understaffed even to manage the few operational CSOs. Participants in the regional feedback session pointed to the need to attract more capable CSOs by the BoFED, which was agreed by the latter.

b. The Attorney General's Office is equally understaffed to provide follow-up support and supervision on CSOs registered at the regional level. The delay in issuing the directives and guidelines by ACSO also contributes to this situation.

Challenges and limitations pertaining to CSOs

a. The absence of a local/regional capacity building and networking CSO – for coaching, guiding, and facilitation of exchange of experiences

b. The continued absence of an inclusive regional CSO network has hindered prospects of sharing experiences, joint actions, and advocacy.

c. The absence of rights-based and governance focused CSOs

d. The fear of developing a dependency syndrome on those who receive long-term support

e. Efforts of networking and promoting partnerships within the sector are undeveloped

11.   **Opportunities and Strengths of CSOs**

a. The operational CSOs provide basic social services for the vulnerable and under-served segments of society (OVC, street children, and PLHIV). Over

2,500 OVC get predictable educational and livelihood support through the faith-based development organisations and SOS Children's Village

b. Most of the social sector projects have longer-term commitments. For example, children enrolled in the sponsorship programmes continue to get support until the completion of their education.

c. The child development organizations could mobilise more local resources through domestic child sponsorship and tapping into Islamic finance windows.

d. The regional government could start allocating small financial support for innovative local actions. Other stakeholders could motivate such decisions by allocating sum matching resources.

e. Regionally registered CSOs could be strengthened to emerge as important local development actors.

12. Conclusion and Recommendations

Harari remains a region where the fewest number of formal CSOs participate in promoting development and governance actions. Only about 30 such CSOs had some presence in the region during the last five years. Compared to the 2014 Mapping Study the trend shows a clear decline. On the positive side, the regional AGO continues to register local community-based organisations and about 150 have acquired certification. However, there is no system for follow-up and support to such organisations.

The documentation on CSO registration in the AGO as well as in the Finance Bureau is undeveloped. Responsible sections are understaffed and not supported with office technologies.

The available compiled data shows that CSOs have invested about ETB 85 million in the region during the 2019/2020 fiscal period. Of this amount, the two ICSOs operating in the city of Harar[78] implemented actions that constituted 66% of the total budget. The MFM Harar Agro-Technical and Technology College largely provide higher-education service to students enrolled from different parts of the country. Since the population or the youth

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[78] MFM Harar Agro-Technical and Technology College and SOS Children's Village

in Harari are not the sole beneficiaries of the College, the practice of entering an implementation agreement with the Harari government appears improper.

Recommendations

- Strengthen the institutional arrangements for registration, follow up, and support for CSOs in both the AGO and the Finance Bureau.
- Support the regional government to allocate and institutionalize financial support system for local CSO initiatives.
- Allocate more financial and technical support for strengthening the capacities of CSOs in Harari.
- Motivate CSOs to undertake more actions in governance fields.

1.   Overview of the region

Oromia is the largest region in Ethiopia in terms of landmass and population. It occupies approximately 30 percent of the land in Ethiopia and accounts for 37 percent of the population. In absolute numbers, this represents over 37 million people. The region is divided into 20 administrative zones, 30 town administrations, 287 rural, and 46 woreda towns. The major ethnic groups within the region include 85% Oromo, 9.1% Amhara, and 1.3% Gurage. The remaining 4.6% comprise other ethnic groups. The capital city of Oromia is Finfine (Addis Ababa). The region shares a border with the Somali Region to the east, the Amhara Region, the Afar Region, and the Benishangul-Gumuz Region to the North, Dire Dawa to the Northeast, SNNPR and Sidama Regions to the west and Kenya to the South[79].

The region has been experiencing intercommunal violence since 2017 that has resulted in the displacement of many people, and sometimes killings and the destruction of property. Following the administrative boundary dispute between the Oromia and Somali regional states in 2017, more than 400,000 people were displaced, while more than 1 million people were displaced in 2018 due to the intercommunal conflict between Gedeo (of SNNPR) and Guji Oromo[80]. In addition, West Wollega of Oromia Region continues to experience militant violence targeting civilians and government officials as a result of the conflict between the armed group called OLF Shene and the government[81].

2.   Number and type of CSOs

The regional AGO registered 182 local CSOs operating in the various parts of the region. The regional BoFED is signing project agreements with CSOs operating at regional and zonal levels, and it is in charge of supervising their performance together with sector bureaus. Accordingly, a total of 225 CSOs have concluded project agreements with the Bureau. Faith-based organizations (such as the Ethiopian Evangelical Church Mekane Yesus Development and Social Services Commission, Ethiopian Kale Hiywot Church

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[79] Oromia-Region_InformationBrochure.pdf (unhcr.org)
[80] Ibid
[81] West and Kellem Wollega | Ethiopia Peace Observatory (acleddata.com)

Development Program, ECC Social Development Coordinating Office, Meserete Kirstos Church-Relief and Development Association, Ethiopian Mulu Wongel Amagnoch Church Development Organization, Emmanuel United Church Development and Relief Association, etc.) are involved in the implementation of development projects. Some of them have more than one project or operate in more than one zone.

In the Oromia region, several UN agencies including UNHCR, IOM, UNICEF, WHO, UNFPA, WFP and FAO are in operation supporting the regional government to address humanitarian needs. In addition, there are 215 international NGOs such as International Committee of the Red Cross (ICRC), Danish Refugee Council (DRC), Norwegian Refugee Council (NRC), Catholic Relief Services (CRS), CARE International, World Vision International, SNV, Lutheran World Federation (LWF), Fred Hollows Foundation. Menschen for Menschen, PLAN International and Goal Ethiopia that implement activities in support of the government[82].

3. Projects and other activities implemented by CSOs

The CSOs are implementing 795 projects throughout the region. These CSOs planned to reach 44,686,364 beneficiaries of which 22,261,194 are females. In terms of investment, the CSOs committed ETB 18,049,785,224 to implement the projects. Regarding intervention areas, the CSOs cover several development areas such as integrated development, health, education, women and children, emergency and WASH.

Table: CSOs having project agreements with Oromia BoFED

SN	Zone	No. CSOs		Projects	Beneficiaries		Budget
		Total	Int.		Total	Female	
a.	Oromia Special Zone	30	8	35	59,514	23182	203,394,544
b.	West Guji	7	5	10	309,546	115,872	55,168,255
c.	Guji	18	7	21	2,276,631	1,113,393	308,011,504

[82] Supra note 12

SN	Zone	No. CSOs		Projects	Beneficiaries		Budget
		Total	Int.		Total	Female	
d.	HG Wollega	6	3	6	1,301,975	833,495	179,462,707
e.	Kelem Wolega	11	3	17	228702	26377	58,120,710
f.	West Wolega	10	6	14	589,779	324,994	529,999,017
g.	East Wollega	21	9	34	2,211,706	1,273,178	144846114[83]
h.	Buno Bedele	9	3	11	208,306	106,609	176,462,086
i.	Ilu Aba Bora	16	6	21	18,361,914	9,102,344	2,685,428,237
j.	Jimma	33	11	46	6,274,927	3,276,828	3,770,999,086
k.	South West Shewa	30	11	39	1,516,564	779,724	789,779,576
l.	North Showa	37	12	56	559,644	239,329	576,312,488
m.	West Showa	31	13	75	2,125,889	1,060,760	873,605,800
n.	East Showa	57	21	92	1,673,678	1,187,042	1,328,500,571
o.	West Hararghe	22	15	52	2,215,864	1,187,042	1,020,320,301
p.	East Hararghe	18	10	32	524,656	112,761	1,532,267,777
q.	Borena	21	13	40	1,511,021	193,599	793,343,809

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[83] The budget is only for two projects, no budget indicated for the other projects East welega

SN	Zone	No. CSOs		Projects	Beneficiaries		Budget
		Total	Int.		Total	Female	
r.	Bale	39	19	53	1,355,812	579,235	1,156,869,959
s.	Arsi	35	14	54	573,328	324,205	1,147,181,448
t.	West Arsi	55	26	87	806,908	401225	719,711,235
Total		506	215	795	44,686,364	22,261,194	18,049,785,224

Data from the regional Bureau of Agriculture (BoA) shows that a total of 33 CSOs (16 Internationals) have been implementing 50 projects worth ETB 3,768,070,996. Seven projects were phased out and the rest are active, covering the period from 2019 to 2025. Some of the CSOs have more than one project, some operate in coalition on a single project, and others cover more than one *woreda*[84]. Similarly, in the health sector, there are 57 CSOs (34 internationals) working in various streams such as integrated health services, clinical services, reproductive health, HIV/AIDS and TB, eye care/treatment, water, hygiene and sanitation, integrated rural development, emergency responses, and infrastructure. [85] Unfortunately, the data from the regional Bureau of Health (BoH) does not indicate the budget allocated by each organization to the projects. Twenty-three CSOs (8 internationals) have project agreements with the regional Bureau of Women, Youth and Children Affairs (BoWYCA) investing a total of ETB 1,006,168,726 and targeting 1,008,279 (708,351 Females) beneficiaries. Except for one project (started in 2019), the timeframe of the projects is between 2020 and 2025.

4. The funding landscape

The funding landscape for the majority of region-based local CSOs remains a challenge as described by the different informants. This is mainly due to the capacity limitation of these CSOs to compete with other CSOs operating at the national level for the available scarce funding. There is no direct budgetary support to CSOs from the regional government. Indeed as compared to other regions, it appears that a fair amount of funds is channeled by donor partners and CSOs to the Oromia region. This might be attributable to various

[84] Deducted from the data provided by the Bureau Agriculture to the consulting team August 5, 2021
[85] Deducted from the data provided by the Bureau Health to the consulting team August 4, 2021

reasons, including the large population and the size of the region. According to BoFED's data, Jimma Zone received the highest amount of funding (ETB 3,770,999,086 s), while the fund that went to West Guji is the least (ETB 55,168,255). The majority of the zones in the Region receive more than half a billion birr. The Director of the NGO Affairs indicated that each year CSOs mobilized an average of ETB 5-6 billion.

5.   Challenges affecting the operations of CSOs

- Absence of guidelines by the Ministry of Labour and Social Affairs to determine the availability of expertise in the country which is essential to consider in the issuing of work permits to expatriates;

- Poor culture of corporate social responsibility and absence of strategic partnership between CSOs and the private sector;

- Lack of coordination between the federal and regional sector bureaus regarding implementation of projects by CSOs - the Federal line ministries do not inform regional counterparts on the signing of project agreements to be implemented in their respective regions;

- Security challenges in some parts of the region such as West Wollega;

- Reluctance of the government to work with CSOs in joint partnership;

- The auditing requirement under the International Financial Reporting Standards (IFRS) raised as a concern increasing the costs borne by CSOs;

6.   Opportunities, strengths, and limitations of CSOs

Opportunities

The regional government is keen to work with CSOs, and even during the previous legal system the region was known for its flexibility. "Despite the restrictive CSO law enacted by the federal government, we developed our own guideline so as to facilitate the operation of CSOs in the region, and we were somehow against the previous law. We have mitigated the impact of such repressive law by this guideline," stated the Director of NGO Affairs of BoFED. The region has abundant resources that can be used as domestic resources for the work of CSOs. The political reform in the country, in general, and Oromia Regional State,

in particular, can be taken by CSOs as a good opportunity to diversify their areas of engagement, including in human rights and good governance issues.

The Oromia Regional Health Bureau conducted an assessment at the community level to identify needs and gaps that can be taken by CSOs. This may assist the CSOs in saving the time and money they may invest in conducting needs assessments. The approach is also useful to avoid duplication of interventions in certain areas.

The change in ACSO's leadership and staff administration has been acknowledged as a good opportunity for the smooth operation of CSOs. The Agency established clear procedures and predictable decisions-making process, and these are facilitating the interactions between CSOs and the Agency.

Strengths

- There are highly transparent CSOs involving government offices in their key activities, including procurement and recruitment processes;
- Introduction of innovative development approaches; e.g. Accelerated Learning Programme which was initiated by CSOs has been adopted by the government. Early Child Care Development and Education (ECCDE) programmes including kindergartens were predominantly operated by non-governmental organizations but have since been included by the government in the primary education system. The Institute for Sustainable Development, a local CSO also operating in Oromia, has been promoting Ecological Organic Agriculture for a long period of time, and this is now included in the ten year development plan of the government.
- Capacity of CSOs to work with vulnerable and disadvantaged people not addressed by the government;
- CSOs achieved commendable success in the areas of strengthening self-help groups.

Limitations

- Poor adherence to reporting requirements;

- CSOs often fail to involve stakeholders (mainly beneficiaries and the government) at the design stage of their projects - 'they are coming up with determined places, beneficiaries, and thematic areas', commented a government informant;

- Weak or no linkage of emergency interventions with recovery, rehabilitation, and sustainable development;

- Failure of international NGOs to work in partnership with local CSOs;

- Some faith-based CSOs in the region are blamed for mixing religion with their charitable activities. Some of these organizations are carrying out their project activities in or around religious institutions which is against the principle of being 'Non-partisan';

- CSO projects often lack assessment of the needs of the community and are instead donor-driven;

- The per diem approach of CSOs is severely affecting the culture of volunteerism, and weakening the capacity of the government offices to mobilize the community on sectoral issues;

- Some intervention approaches of CSOs are creating a sense of dependency on the part of the community;

- Overlapping projects, and delays in project implementation.

7.   Collaboration, networking, and partnerships within the sector,

The Network of Civil Society Organizations in Oromia (NeCSOO is receiving growing recognition from both the government and CSOs operating in the region. The Executive Director of NeCSOO stated that, "we have established NeCSOO mainly to facilitate collective engagement both within the sector and with the regional government". Currently, NeCSOO has 58 CSO members that have at least one project in Oromia Region. The NeCSOO is playing an important role in the drafting process of the regional CSO law which is soon to be adopted. As a network organization, NeCSOO facilitates experience-sharing events among its members and provides capacity-building training in the areas of peace-building, governance, and gender.

8. Collaboration and dialogue with the government and other key development partners

The regional government implemented some projects jointly with CSOs like Wateraid, ECC Development Coordinating Office of Meki, and Save the Children on a cost-sharing basis. In the case of WaterAid, the government contributed 25% of the project costs in-kind while with Catholic Church the government is paying teachers' salaries for a school run by the Church. BoFED has started working on ensuring the participation of CSOs in the regional Ten-Years Perspective Plan. Save Generation Development Association, a local CSO based in Bishoftu, also has good experience in implementing a project with the government wherein the government committed 30% of the project costs. For their water and sanitary project, the regional government supported the Association by covering the costs of buying pipes.

There are GO-NGO Forums both at the regional and zonal levels, and the Forum at the regional level is held annually while the zonal level is bi-annual. The Forums have been in operation since 2010 but how effective they are in creating an enabling environment for the sector remains unclear. The impact of the Forum in bringing meaningful changes for the sector has been insignificant. No meaningful policy changes emerged from the Forum.

Following the legal reform at the federal level, Oromia BoFED is currently reinvigorating the mandate and objectives of the Forum with more active involvement of CSOs in setting agendas and taking the lead. NeCSOO, with financial support from EU-CSFIII is closely working with the regional BoFED to strengthen the GO-NGO Forums. The NeCSOO is serving as a Steering Committee of the Forum, which consists of both CSOs and government representatives, and the chief body in setting agendas. It has been agreed that both sides are equally entitled to set agenda for the Forum so as to avoid the previous practice of setting agendas only by the government.

9. Representation and constituency building

The role of CSOs as representatives of their beneficiaries or the community at large in mobilizing their voice and ensuring their participation in policy issues or development

plans has yet to develop. As expressed by one informant, due to the strained relationship with the government and the repressive CSO law enacted in 2009, the majority of CSOs are shying away from activities that may put them at odds with the government. On the other hand, there are also CSOs considering their target groups as subjects and not as the owner of the development intervention. One informant stated that 'although CSOs are expected to act as agents of the society they represent, the reality is the reverse. There are CSOs that act as a principal rather than being an agent to the community they claim to represent'. The CSOs both in the region and at the national level are yet to grow to play their role as representatives of the community, or to enable people to claim their rights, shape development policies and oversee their implementation.

The overwhelming majority of the CSOs in the region are established in the form of Board-Led CSOs whereby the organizations are established and run by a few individuals (founders and board members). Membership-based organizations are few in number and some of them, such as trade unions, teachers' associations, women and youth associations, are suffering from credibility issues due to their unprincipled alliance with the ruling party and government. The CSOs do not have a strong participatory link with their constituencies which can be evidenced by poor support of their constituencies in their activities. In addition, the link within the CSOs community and other social institutions is generally weak and needs to be strengthened.

10.   Accountability, transparency, and self-regulation

Accountability and transparency to stakeholders are essential components in enhancing CSOs' credibility and their effectiveness. They facilitate the engagement of CSOs with the government, donor partners, the community they serve, and their staff. In as much as there is a recognition of the existence of accountable and transparent CSOs, government offices still raise their concerns regarding the accountability and transparency of CSOs towards their beneficiaries and the government itself.

From the interviewed CSOs, Save Generation Development Association (SGDA), Friendship for Integrated Development Association (FIDA), and Ratson Women, Youth, Children Development Programme subscribe to CCRDA's code of conduct. From 19 CSOs

interviewed for this assessment, only four were found to be members of a network CSO. NeCSOO is planning to strengthen the accountability, transparency, and self-regulation of its members.

1. Overview of the region

Sidama is a newly established (18 June 2020) region that split from SNNPR following a referendum where the great majority of voters (98.52%) opted for increased autonomy and self-administration. Since the upgrading to 'region-hood', the contestations which were equally destructive to properties have gone. For example, the informal youth association named as *Ejjeetto* that rallied for the cause is not any more visible as a social actor[86]. According to the 2007 census of the CSA, the total number of residents of the-then Sidama zone was around 3 million[87], the great majority of which (93.01%) belonging to the Sidama ethnic group.

In terms of settlement, about 96% of the population reside in rural areas practicing small-scale farming. Coffee is a major crop produced and supplied to the national market. Other important crops include *Enset* and the stimulant crop *Khat*. Sidama was one of the relatively better regions in terms of ecological resources, which is currently challenged by high population density (451.83 persons per square kilometer).

The region is divided into 30 rural woredas, 6 town administrations, and Hawassa City Administration with 6 sub-cities. Hawassa continues to serve as a seat for both the Sidama and SNNPR administrations. Significant numbers of residents of major towns including Hawassa city are people who belong to other ethnic groups. During the recent national election, a couple of non-Sidama candidates competed under the *Prosperity Party* where the regional ruling party is a member as well. Such political directions are essential for ensuring inclusivity and controlling the risk of outmigration of minority groups from the region.

2. The Mapping exercise

The mapping exercise of CSOs in the Sidama Region was conducted in two phases. The first one was a desk review of relevant documents collected from the regional Bureau of Finance and the regional Attorney General's Office. This was followed by fieldwork in

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[86] From the discussion with Negussie Worku, Chairperson of Sidama Youth Federation
[87] Recent information also shows a larger figure of 8.8 million as the regional population

Hawassa where the study team conducted key informant interviews and group discussions with targeted representatives of the regional government and CSO leaders. These include five officials from the regional government Bureaus for Finance, Labour and Social Affairs, Women and Children Affairs and Attorney General's Office, and 16 representatives from CSOs (international, local, and faith-based development Associations).

It is important to note that most of the CSOs consulted have an operational presence and target groups in SNNPR as well. In addition, the study team managed to visit the ongoing projects of a few CSOs in Hawassa. Last but not least, the team presented a summary of its findings and recommendations to the key stakeholder groups' debriefing session on July 24, 2021. Below are the findings and suggested action areas arising from the study.

3. Number and type of CSOs

In Sidama, one can identify two categories of CSOs based on their area of registration. The first cluster is those registered at the federal level by ACSO and the second are those registered by the Sidama Attorney General's Office (AGO). In addition to these, there are branch offices of the Confederation of Ethiopian Trade Unions (CETU)[88] and the regional Chamber of Commerce and Sectoral Associations.

In terms of numbers, data from the regional Finance Bureau indicates that there are 71 largely ACSO registered CSOs implementing projects with agreements known to their office. The study team is aware of the presence of more local CSOs promoting their objectives without necessarily entering into an implementation agreement with the regional Finance Bureau. In light of its recently enacted constitution, and the overlaps with SNNPR, it is not unexpected that such gaps in compiling information on operational CSOs exist. For example, the EHRCO and EWLA regional offices, the Mizan and the SNNPR Lawyers Associations, and the NOSAHHID are all concurrently operating in Sidama and SNNPR, but none of these are in the registry at the Finance Bureau. Both the regional Finance and

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[88] With operational mandates for Sidama, a large parts of SNNPR and Arsi & Bale Zones of Oromia

AG offices indicate the file transfer from SNNPR to Sidama is still underway. On the positive side, the Sidama AGO has registered 28 CSOs over the last year.

With regard to mass-based Associations, there are regional Women's and Youth Associations and Federations. There are Associations of the Elderly (for example Hawassa City Qeste-Demena Elders' Association) and Associations of the PWDs (including the SNNPR Association of the PWDs).

Of the 71 CSOs identified from the Bureau of Finance, 39 are local CSOs, 19 international, and 13 are faith-based development organizations (local and international). In terms of geographic distribution, there is a high concentration of operational CSOs in Hawassa City. Out of the 71 CSOs, 44 (22 local, 11 international and 11 FBDOs) have 50 projects within the city.

	Types of CSOs	# of CSOs operating in 2021	Remark
1	National CSOs	39	
2	ICSOs	19	
3	Faith-based national Development Orgs	10	
4	Faith-based Int. Development Orgs	3	
5	Regional level registered CSOs	28	
6	Regional Development Association(s)	1	Sidama Development Association
7	Others	1	CETU Southern Branch Office
		101	

4. Projects and other activities implemented by CSOs

During the last five years, the 71 CSOs mentioned earlier have implemented a total of 124 projects in different parts of Sidama[89].

The grouping of faith-based development organisations have 31% of the total number of projects, the most significant ones being the Development and Social Services Commission (DSSC) of Ethiopian Evangelical Church Mekane Yesus (10 projects), Ethiopia Mulu wongel Church Development Programme (6 projects), and Ethiopia Hiwot Brhan Church (5 projects). The projects of the evangelical churches largely focus on child development (sponsorship) and education with health services being the other focal area. In light of the large number of followers of these Churches in Sidama, their strong presence is not unexpected.

ICSOs implement 27% of the total 124 projects. Education and promotion of youth and women employment/entrepreneurship (11 projects), WASH (5 projects); health and nutrition (7 projects), food security and agricultural support activities (7 projects), and integrated projects (4) are the key participation areas of the international CSOs.

The youth entrepreneurship-focused actions of the international CSOs are essential and significant in the regional context. Examples include the *Support of Employment Opportunities and Employment of Youth in the Agriculture Sector* project of People in Need and the *Young Women Leadership & Economic Empowerment* project of Save the Children Ethiopia. There is also an ongoing SNV project titled *Realizing Aspiration of Youth through Employment,* intended to benefit about 25,000 final beneficiaries around Yirgalem Town.

Some of the important international CSOs with significant numbers of projects in Sidama include Save the Children with five projects, including a school feeding project, People In

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[89] Sidama Bureau of Finance,

Need (4 projects), SNV, Plan Ethiopia, and SOS Children's Village with three projects each.

Local CSOs implement 52 (42%) of the total regional projects in Sidama. In terms of thematic areas, local CSOs implemented 20 projects focusing on child development and educational support, and 12 projects focusing on health (largely HIV/AIDS prevention and reproductive health). Others include eight integrated projects (focusing on welfare of the needy) and five good governance projects of Centre of Concern, Resource Centre for Civil Society Groups Association (RCCSGA), and Jerusalem Children and Community Development Organization (JeCCDO). With respect to the spatial distribution, 31 of the 51 local CSO projects are exclusively targeted in Hawassa city indicating the need for spreading out to other towns and rural locations.

It is apparent that there are more local CSOs implementing activities without entering into project agreements with the Bureau of Finance. These include the PLHIV Associations that can be found in all regional cities and towns, the regional Offices of EHRCO and EWLA, the legal aid providers (for example, the Mizan Young Lawyers' Association and the SNNPR Young Lawyers' Association)[90]. Mass-based associations of the Youth, Women, and Teachers have regional apex structures (even federations in the case of Youth and Women), but these are not in the list of project holders under the Finance Bureau.

The regional Office of the CETU facilitates the unionisation of labour in industries in Sidama (including in Hawassa Industrial Park) and also engages itself in court representation on behalf of its members. There is also a regional Chamber of Commerce and Sectoral Association with constituent members.

5. The Funding landscape

The data from the Finance Bureau of Sidama shows that the 123 project-holder CSOs have committed and part injected a total of ETB 1.681 billion since 2016, with some projects

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[90] This Associations have registration from SNNPR Attorney General Office, but operate and provide services in Hawassa City and for clients coming from other localities within Sidama

having implementation periods extending to 2024. Through the projects, CSOs have reached and benefitted about 3.6 million[91] people[92]. In terms of sectors/themes, 21% of the CSOs' budget went to 10 projects focusing on agriculture, food security, and environmental rehabilitation, while the child development projects (43) attracted 20% of the total budget. Other focus areas in terms of budget commitment were education (16%), health (10%), and entrepreneurship for the youth (11%). Five projects focusing on governance aspects were all implemented in Hawassa town by three local CSOs with a budget of 1% of the total.

International CSOs administered about 62% of the total budget, followed by local CSOs who injected 21%, with the remaining 17% coming from FBDOs. The average fund size of all projects is about ETB 14 million while the maximum and minimum are ETB 131 million and 140,000 per project. SNV has committed about ETB 212 million through its 3 projects followed by Save the Children having five projects with a total of about ETB 123 million.

The CSO data from Sidama Finance Bureau provides information on donors of 109 of the 124 CSO projects. Twenty-one child-focused projects of the evangelical church affiliated development organisations are supported by Compassion International (through one-to-one sponsorship) benefitting about 5,400 children. USAID and the US Embassy supported nine projects with a total budget of about ETB 114 million, while the Czech International Development Agency financed the four projects of People In Need (with a total budget of about ETB 94 million). The local CSOs acquire resources from various sources, including CSSP, ESAP and EU-CSF. The Global Fund and CDC remain important sources of funding for the operations of Associations of PLHIV and other local CSOs. Key informants contacted fear that with the deteriorating relations between the GoE and Western donors there could be a downward trend of such resources in the coming years.

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[91] A single beneficiary benefits more than once from a particular CSO and/or multiple CSOs during the five years period. Hence the number is larger than the regional population
[92] Bureau of Finance, CSOs Projects Profile

The regional administrative council of Sidama provides some financial support to selected groups of CSOs that are largely government-affiliated. There is an inclination and some steps towards opening up such opportunities to other groups as well, based on merit. While this trend is to be welcomed, it is recommended that the process be institutionalised and based on competition.

Local CSOs have made some encouraging first steps in domestic resource mobilisation in Hawassa City. For example, Mary Joy Development Association has an ongoing project that is largely funded through domestic support including for the elderly care centre.

6. Collaboration, networking, and partnerships within the sector

Collaboration between CSOs, large and small, international, national and local, and the mass-based associations is undeveloped. The focal person for CCRDA's regional Chapter is JeCCDO. The role of which includes communicating with member organisations for training and workshops. The SNNPR regional PLHIV Network, *NOSAHHID,* continues to coordinate the works of PLHIV Associations based in Sidama, despite the separation[93].

The relatively bigger local CSOs are affiliated to the national networks like CCRDA, UEWCA, CECOE, and CEHRO to access training and other capacity building support. Likewise, the international CSOs are largely affiliated to CCRDA. The evangelical church affiliated development organisations engaged in implementing child sponsorship have coordination and exchange arrangements in each of the towns where the projects are located.

Nearly all the international CSOs[94] self-implement their projects at community-level with no participation from other formal and local CSOs. This could be largely because of the former CSO law that discouraged sub-granting to local CSOs. It is important to make sure that each category of CSO undertakes activities where it is most suited. For example,

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[93] The naming of the Network refers to the geographical South, hence it intends to remain united
[94] Except for People in Need who supported a project of the local CSO called Shiny Day Social Services Association and Plan International that funded JeCCDO and KMG Ethiopia.

school feeding and child protection programmes would be best handled by local CSOs. ICSOs participating in such activities should design strategies to involve local CSOs from the start of such initiatives.

7. Collaboration and dialogue with the government and other key development partners

Both CSOs and contacted governmental counterparts acknowledged that there is very good understanding and collaboration between the two stakeholders regarding project management as a direct result of the revised CSO law. As a newly constituted region, they have established a steering committee to develop a regional GO-NGO cooperation manual with the participation of representatives from the CSOs. The CCRDA regional Chapter representative is a member of the steering committee.

There is no experience of engaging in dialogue with the regional government structure on policy issues. In the absence of strong research and advocacy-focused CSOs, such dialogue will remain undeveloped. Local-level interface meetings between service providers and community representatives do happen in the framework of ESAP3 projects, but this has not grown significantly to the regional level. Many regional government officials are still more interested in CSOs' service delivery activities. Nevertheless, officers in Sidama appear more willing to listen and interact with CSOs, and there is a need to further test the context. It is therefore essential to strengthen initiatives establishing a regional CSO network that among others could facilitate and maintain dialogue with the regional government.

8. Representation and constituency building

The leadership of the mass-based associations of women, youth, and teachers are usually invited and attend council-level meetings as observers. Persons interviewed as part of this study indicated that they only observe/attend the council sessions without conveying any message. The NOSAHHID director indicated he is an active member of the regional

technical committees under the health bureau for planning, monitoring, and allocation of resources.

Regarding constituency, the following was observed in relation to selected mass-based associations.

1.   The Sidama Youth Association is said to have about 800,000 members[95]
2.   The Sidama Women's Association has about 204,000 members[96]
3.   NOSAHHID has around 20 PLHIV associations from Sidama with about 5,000 members
4.   The CETU branch office counts 167 basic trade associations embracing 38,902 (28,973 female) members in Sidama and SNNPR.

Since much of the resources needed to maintain these organisations comes from other sources, they are not that worried about constituency contributions in terms of finance. For example, all of the above associations are housed in government allocated offices free of charge and the salaries of the president of the youth association and the federation are paid by the government. The vice chairwoman of the regional women's association is a civil servant in the regional BoWCA. It is only the CETU branch office that is trying its best to attract more constituent members by motivating unionisation. The NOSAHHID Acting director reported that they have not received new members since the end of 2019. He also confirmed that four of the nine board members are representatives of key stakeholders[97]. It is interesting to note that the Sidama Women's Federation has already excluded the *Prosperity Party* Women's League from membership, while the Sidama Youth Federation has set a date (within 12 months) to terminate the youth league. This could be an indicator of the desire of these associations to stand alone or distance themselves from party politics.

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[95] As learned from Negussie Worku, Chairperson of Sidama Youth Federation
[96] From the discussion with Wzo Genet Markos, vice chairlady of the Association
[97] Representing; the Health, Women and Children and Finance Bureaus and the regional administration.

There are obvious skills gaps in the leadership of the mass-based associations and the apex structures among others with regard to how to mobilise and promote the best interests of their constituents, and how to align efforts with other CSOs and stakeholders. Hence, capacity strengthening actions are recommended in this regard.

9. Accountability, transparency, and self-regulation

The majority of CSOs who have project implementation agreements with the Finance Bureau together with the sector bureaus, institute a general system of transparency for joint planning of activities, targeting of final beneficiaries, and even joint authorisation of procurement of project inputs. There are some CSOs that are registered at regional level but do not have project agreements with governmental departments; hence are largely providing only annual performance reports to get their licenses renewed.

The national, international, and faith-based CSOs are mostly members of CCRDA and the newly constituted Ethiopian Civil Society Organizations' Council. Accordingly, they subscribe to the code of conduct which is still largely non-functional.

A regional CSO platform, among others, could facilitate grounds for peer review, collaboration, and self-regulation.

10. Challenges affecting the operations of CSOs

The following important challenges were identified by this study:
1. Systems for follow-up and support to CSOs registered at regional levels are undeveloped. Moreover, the responsible coordination offices in the Attorney General's Office are understaffed and handle multiple responsibilities regarding document authentication and licensing of lawyers.
2. Despite the general will to change, the regional administration continues to provide more space and financial resources to mass-based associations affiliated to the government. Much of the finance that the regional government allocated to CSOs went to the mass-based associations, including for voter education and election

observing. When it comes to accreditation for election observing, the more liberal CSOs feel they were deliberately suppressed[98] from taking part in the process.

3. The practice of the federal Customs Authority, which does not allow duty free importation of project inputs for the regionally registered CSOs, is obliging them to register at the federal level.

4. National and regional CSOs are facing challenges of accessing donor resources which they say are concentrated in the centre (Addis Ababa). The problem is further pronounced as nearly all international CSOs implement projects on their own.

5. With the emergence of Sidama region some CSOs appear challenged to make boundaries or distinctions between the two regions in the mix of membership and operational target groups. Those registered at the SNNPR prefer to retain the broader mix of constituents and operational targets. However, as much of their present operation is confined to the Hawassa area, they have to either register at federal level or reposition themselves to the Sidama region.

6. The big international CSOs continue to implement community-based actions (in line with the former CSO law), rather than partnering with the national and local CSOs (as encouraged by the new CSO law). As a result, many of the smaller CSOs are mostly less active.

7. There is a high concentration of CSOs in Hawassa, particularly in the case of local CSOs.

8. Governance and rights-based activities are not that visible or significant. There are a few local level projects in Hawassa, but these lack continuity and are underfunded.

9. Participation in election processes and council meetings was not systematically used to promote the CSO objective of holding dialogue with the regional government.

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[98] By reducing the number of approved observers and having no funds to participate

11. Opportunities and Strengths

1.   The efforts directed towards promoting youth entrepreneurship are strategic and appreciated.

2.   Mass-based associations have started moves towards strengthening their apolitical positions by discontinuing the membership status of the party youth leagues.

3.   Some first steps in domestic resource mobilisation for project actions are encouraging.

4.   CSOs are collectively contributing to address the issues of the social sector including child development, education, and the HIV/AIDS pandemic.

1.   The practice of registering local CSOs by the Attorney General's Office has improved opportunities for citizens to organize and promote their objectives.

2.   The Sidama AGO has prepared a draft regional CSO law.

3.   The practice of government allocating resources to CSOs could be institutionalised, and scaled up to benefit more CSOs in a competitive and transparent way.

4.   There is a growing interest in addressing the gaps in internal cooperation and partnership within the sector.

12.   Recommendations

For CSOs

1.   Strengthen the endeavour towards setting up a regional CSO network or platform for sharing experiences and promoting joint agendas for dialogue with the government and other stakeholders.

For the Regional Government

1.   Expedite the regional CSO law preparation process ensuring the active participation of the CSOs so that there is clarity on coordination and support for local CSOs.

For Donor Partners

1.   Consider allocating more resources for local CSO capacity building in the region (financial and technical).

2.   Make sure that resource allocation or funding does not marginalise local CSOs.

1. Overview of the region

Somali regional state, which is approximately 350,000 square kilometers in area, is the second-largest region in Ethiopia after Oromia in terms of landmass. It is located in the east and southeast of the country, and is bordered by the regional states of Afar, Oromia, and Dire Dawa city to the west, as well as Djibouti and Somali to the northeast and south, and Kenya to the southwest. It has an estimated population of 6,050,996 (3,238,000 male and 2,812,996 female) which is about six percent of the Ethiopian population[99]. The region is homogenous with almost all the population being Muslim, and belonging to the Somali ethnic group, and speaking the Somali language. Jijiga is the capital city of Somali region.

Administratively, the region is divided into 11 zones containing 93 *woredas* (districts), six town administrations, and 1,224 kebeles. The Somali region is identified as one of the four emerging regional states in Ethiopia because of the high prevalence of poverty and with social indicators lagging behind the national average.

The Somali region is one of the regions that has been making significant political reforms following the 2018 political and economic reforms in the country. The new reformist administration took power in August 2018 and committed to bringing changes in the areas of human rights, rule of law, democratic governance, and economic development. The previous President of the region who had been in power from 2010 to 2018 was removed forcefully with the intervention of the federal government. Previously, the region was known for "insecurity, mass killings, human rights abuses, conflict, poverty, marginalization, and political instability, reaching the worst levels under the brutal control of Abdi Iley"[100].

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[99] Projected-Population-of-Ethiopia-20112019.pdf (statsethiopia.gov.et) and Somali region .pdf (unicef.org)
[100] New faces, old problems: reforms, clans, and parties in Ethiopia's Somali region - Ethiopia Insight (ethiopia-insight.com)

The Somali region is one of the five Ethiopian regions hosting a large number of refugees.[101]

2. Number and type of CSOs

According to the records of the Somali Regional State BoFED, there are a total of 49 local CSOs registered by the regional Atorney General Office (AGO), and 43 (16 Ethiopian CSOs and 27 international CSOs) registered at the federal level consisting both of national and international CSOs operating in the region having project agreements for a timeframe ranging from 2019 to 2026. There are also CSOs operating in the region without project agreements with the regional BoFED but with regional sector bureaus or federal ministries. However, data on their exact number and type is not available. The AGO is responsible only for registration and licensing while the regional BoFED is responsible to sign project agreements and supervise their implementation by the CSOs. The regional BoFED has a dedicated department named External Resource Mobilization Directorate.

The Community Care Coalitions (CCCs) are not more active since 2018 as government institutions failed to take part in the CCCs activities. The communities do not have the required knowledge and sufficient resource to run the CCCs which were designed as a joint effort between the community and other stakeholders including the government. They were established to provide support to marginalized and poor people including women, orphans, PWDs, those with mental health illnesses, people living with HIV, and the elderly.

3. Projects and other activities implemented by CSOs

The data from the BoFED indicates that there have been a total of 51 projects with a life span ranging from 2018 to 2026. For the stated period, the CSOs mobilized (committed) a total of ETB **1,918,078,276.78**. Of these projects, 21 have already been phased out, while four projects have a remaining period of one year. Nine projects are left with two years,

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[101] The majority of refugees in Ethiopia are located in Tigray Regional State and the four Emerging Regions of Ethiopia, which are: (i) the Afar Regional State; (ii) the Benishangul-Gumuz Regional State; (iii) the Gambella Regional State; and (iv the Somali Regional State. The Comprehensive Refugee Response Framework (CRRF) in Ethiopia UNHCR Briefing Note, August 2018; CRRF Ethiopia - data.unhcr.org

eight projects with three years, one project with four years, one with five years, and seven projects with 6 to 11 months. The vast majority of the projects fall under the period running from 2018 to2021, and only eight projects are planned to be implemented from 2022 to 2026. It should be noted that this figure represents only CSOs having project agreements with BoFED, not those who do not.

As indicated in the table below, the majority of the interventions are focused on service provision in the areas of livelihoods, agriculture, health, and water, with a few interventions on human rights and democratic governance. Only two CSOs are working in the areas of peace-building.

SN	Thematic area	No. of projects
•	Livelihoods	15
•	Agriculture and Livestock	11
•	Health	11
•	Water (WASH)	10
•	IDPs	8
•	Women and youth empowerment	8
•	Emergency	6
•	Integrated development	6
•	Education	2
•	Peace and development	1
Total		**78**

Source: Adapted from Somali BoFED NGO list

4. The funding landscape

Local CSOs complain about the scarcity of funding opportunities for their effective operation in the region. Existing funds are mainly in the areas of emergency relief and service provision and, as with other regions, local CSOs are heavily dependent on foreign aid, with very limited or no funds from local sources. All government offices interviewed

for this mapping exercise confirmed that they do not have any experience of funding CSOs. The assumption is that CSOs themselves are in a better position as compared to the government. However, none of the local CSOs interviewed had a clear strategy on how to diversify their funding base, particularly through domestic resource mobilization, including income generating activities.

As already noted, the majority of active CSOs operating in the region are international (27 out of 43) but there is no strong partnership between local and international CSOs in sharing resources and technical skills. Consequently, a significant number of informants including government officials expressed their concern and frustration regarding ICSOs.

Due to the funding shortage, the vast majority of the interventions are for short-term projects rather than long-term programmes. In addition, the focus is on emergencies which is at the cost of development programmes, including democratic governance.

5. Challenges affecting the operations of CSOs

Challenges related to the government

1. Lack of (or weak) coordination between federal and regional sector bureaus on the operation of CSOs.
2. The challenges of devaluation of the birr and high inflation rate.
3. The region is prone to recurrent drought, and other natural calamities such as floods and locusts, which tend to skew development interventions to emergency responses.
4. No financial or in-kind support from the government, no partnership experience between the government and CSOs in implementing joint projects using government budgets.
5. Poor participation of CSOs in government development planning activities and policy initiatives.

Challenges related to donor partners

6. The tendency of donors to favour international CSOs, and to set stringent requirements that cannot be met by local and small CSOs.
7. The exclusion of local CSOs from taking part in the Comprehensive Refugee Response Framework (CRRF) implementation and related projects.

8. Lack of interest by donors to provide institutional support to local CSOs.

6. Opportunities, strengths, and limitations of CSOs

Opportunities and strengths

The commitment of the leadership in the region to the promotion and protection of human rights as well as rule of law has been mentioned as an opportunity CSOs can exploit. According due attention to the work of CSOs, the regional President's Office established a department that has an advisory role on CSOs affairs. The department is supporting some CSOs in addressing their challenges. The relative peace and stability of the region has also been mentioned as an opportunity important for the operation of CSOs. The new CSO law enacted by the federal government has been praised by all CSOs interviewed for its liberal nature and ensuring their freedom to operate.

Resource mobilization has been indicated as a key contribution of CSOs in the region. As one informant from a government office stated, CSOs "immensely contribute to our work and covering our gaps".

Limitations

- Dependency on foreign aid and almost no attention to the mobilisation of domestic resources.
- Concentration in relatively developed areas with little or no interest to work in hard-to-reach areas.
- Low number of CSOs working in the areas of human rights and democratic governance.
- Duplication of interventions by the CSOs.
- Failure to integrate emergency/rehabilitation interventions with sustainable development strategies.
- No strong regional CSOs network that can represent the sector in the region and mobilize their voices.
- Failure to conduct genuine needs assessment while preparing project documents.

7. Collaboration, networking, and partnerships within the sector

There is no visible collaboration, networking and partnership among CSOs operating in the Somali region. The recently established Somali Non-State Actors Coalition is yet to be strengthened, and as one informant from the CSOs indicated, "networking of CSOs in the region is not existing in its real sense". However, some CSOs in the region are found to be members of networks established at the federal level. There are CSOs implementing projects in a coalition arrangement as required by some donors such as CSSP2 and CSF III. This approach may assist CSOs to share experiences and forge partnerships.

8. Collaboration and dialogue with the government and other key development partners

The GO-NGO Forum was identified as one of the platforms bringing CSOs and government actors together to discuss common issues. As mentioned by the regional BoFED External Resource Mobilization Directorate Director, the Forum is conducted twice a year and discusses issues affecting the operation of CSOs. He confirmed that the forum is guided by the principle of equal partnership, and it is not just used as a tool for the government to promote its own agenda. In addition, the forum is used as a channel to share experiences among CSOs and extend recognition for best performing CSOs.

Some sector bureaus (BoWYCA, BoH, BoE. etc.) have a dedicated department or at least identified focal person to coordinate their activities with CSOs. There are eight clusters established at sector bureaus level that include health, nutrition, protection, education, food, agriculture, WASH. and emergency shelter. The clusters are mainly focusing on coordination of humanitarian responses in the region and they consist of both government and CSOs involved in their respective areas.

9. Representation and constituency building

With the exception of one, all CSOs interviewed are established in the form of board-led entities, where a few individuals (5-13) took the initiative to establish and run the organization. The Somali Development Association is the exception as it operates as a

mass-based entity, with more than 156,000 members throughout the region. This association is supported by the regional government which made membership of government employees in the association mandatory. However, following the political reform in the country and the region, its membership base is on a decline.

Participation of beneficiaries in the design, implementation and evaluation of CSOs' projects is not to the required level. CSOs are blamed for not conducting needs assessments when designing their projects, and not making reports to the community as to their performance. CSOs are weak in using community volunteers or resources available in the community for their activities, which may explain weaknesses around constituency. Government's perception of CSOs as organized representatives of the citizen has yet to develop. Government offices interviewed for this assessment do not have a culture of involving CSOs in their development planning or performance reporting.

10. Accountability, transparency, and self-regulation

Accountability and transparency of CSOs towards their beneficiaries remain major concerns raised by informants from government offices. The emphasis is on upward accountability (accountability to government and donors) with less attention to downward accountability (to the beneficiaries). The capacity of the regional BoFED and Attorney General are found to be weak to effectively supervise and provide support to CSOs. They do not have the necessary expertise and facilities. The regional government is planning to have its own regional CSOs law to ensure their accountability and transparency. There is no self-regulatory system of CSOs at the regional level, which is partly due to the absence of a strong regional network organization.

Southern Nations, Nationalities, and Peoples'Region

1.   Overview of the region

The SNNPR is the third most populous region of Ethiopia with a population of about 18 million (with annual growth of 2.9%). It is also the most densely populated region where on average 171 people reside per sq. km of land surface[102]. The region is at present divided into 16 zones, sub-divided into 152 woredas and 7 special woredas and 74 town administrations.

In terms of ethnic identities, the region is home to about 55 ethnic groups settled largely in their respective, distinct geographical locations, with varying languages, cultures, and social identities. With the ethnic-based political organization the unity of the regional administration is increasingly challenged. Sidama, which used to be one of the zones in SNNPR, has become a self-standing region since December 2019. A referendum held on October 4, 2021 has also led to the establishment of a *South Western* region comprising four zones (Kaffa, Dawro, Bench-Shako and Sheka) and the Konta Special Woreda. Moreover, the future of Gedeo zone, which is now physically isolated (territorially) from SNNPR by Sidama Region, is unpredictable. More requests for independent regions continue to linger among the ethnic political elites in SNNPR.

Inter-ethnic conflicts continue to flare-up in some parts of the region, affecting peace and stability. In South-western parts, tensions between early and recent settlers flare up now and then with the negative actions of political operatives, and causing loss of life and displacement. The HRC Hawassa branch manager noted that he is following the cases of about 5,000 people of the Sidama ethnic group who were displaced from their long-established homes in south-western parts of the region. Even worse has been the scale of attacks and displacements of settler originating from the Amhara region[103]. It is to be seen if the new 'region-hood' addresses or aggravates the issue.

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[102] SNNPR statistical abstract 2019/20
[103] https://borkena.com/2020/10/23/gura-farda-bench-sheko-massacreat-least-31-innocent-civilians-killed/.

In terms of demography, about 47% of the SNNPR population is under the age of 15 while the elderly (64+) accounts for 2.4%. The balance of around 51% constitutes the working age population.

With regard to basic services, around 56% of the population has access to safe drinking water, while health services coverage stands at about 84%. The gross enrolment rate for primary education is approximately 90%, while the net enrolment is about 86%, indicating that about 14% of school-age children are not enrolled in primary education.

SNNPR is the second most important producer of coffee (next to Oromia), contributing about 40% of the product exported[104]. It is largely produced by small-scale farmers in traditional settings, but commercial farming is evolving in the south western parts of the region. In terms of ecology, the region has diverse settings from segments in the rift valley to the South Western highland forests. Recently, large-scale sugarcane plantations have been started in the Omo valley. The effect of these investments on the minority tribes needs to be assessed.

2.   The mapping exercise

The mapping exercise of CSOs in SNNPR was conducted in two phases. The first took the form of a desk review of relevant documents collected from the regional Bureau of Finance and the Attorney General's Office. This was followed by field work in Arba Minch and Hawassa where the study team conducted key informant interviews, group discussions and debriefing sessions with targeted representatives of the zonal and regional Administrations and CSO leaders. These include officials from the regional Bureaus of Finance, Health, Labour and Social Affairs, Women, Children and Youth, and Agriculture and the Attorney General's Office. In Arba Minch, the team reached the zonal equivalents of these Bureaus. In the two cities, the team interviewed and discussed with about 40 purposively targeted CSOs representing the different typologies identified. Last but not least, the team presented a summary of its findings and recommendations to the key stakeholder groups' debriefing

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[104] These figures will be adjusted with the recent establishment of South West Region and after settlement of issue where Gedeo belongs

sessions in the two cities. Below are the findings and suggested action areas of the study team.

3. Number and type of CSOs

In SNNPR, one can identify three major categories of CSOs based on their registration. The first cluster is those registered at the federal level by ACSO and the second is those registered by the SNNPR Attorney General's Office. Those registered by the 16 zonal level AG offices are the third category. In addition to these, there are branch offices of the CETU and the regional Chamber of Commerce and Sectoral Associations.

In terms of numbers, the regional Bureau of Finance (BoF) registry indicates that there are 187 largely ACSO registered CSOs operating in the region[105]. The previous mapping study reported that there were 216 operational CSOs in the region. Hence, it can be said that the total number of operational CSOs in SNNPR has declined. This is not unexpected as a number of operational CSOs are now under Sidama region.

Data from the SNNPR AG office shows that a total of 81 CSOs were registered over the last five years at the regional level. However, the list includes a large number of organizations now falling under Sidama region. Regarding CSOs registered at zonal levels, the study team was unable to obtain a consolidated report from the regional AG Office. From the registry of Gamo zone AG Office a total of 25 CSOs have been legally recognossed.

Of the 187 CSOs identified from the BoF list, 64 are international CSOs, 81 local CSOs, 17 locality development associations and 25 are faith-based development organizations (local and international).

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[105] BOF indicates this number is not exhaustive as some CSOs may operate in the region by signing operational agreement with sector offices (by-passing BOF). The mapping Team identified 187 CSOs instead of the 186.

	Types of CSOs	# of CSOs operating in 2021	Remark
1	National CSOs	81	
2	ICSOs	64	
3	Faith-based national Development Organisations	13	
4	Faith-based Int. Development Organisations	12	
5	Regional level registered CSOs	106[106]	
6	Regional Development Association(s)	17	Wolaita, Gamo, Gofa, Kaffa, Gurage… Dev't Associations
7	Others	2	CETU Southern Branch Office, SNNP Chamber of Coomerce & Sectoral Asso.

The undeveloped system for aggregating data on registered CSOs from zones to the regional AGO limited the possibility of getting an overall picture on the number of CSOs registered in SNNPR. Likewise, the absence of horizontal exchange of information between the AGO and the Finance Bureau prevents prevents the emergence of a general picture of operational CSOs in the region. It is obvious that most statistical figures from SNNPR need to be revised following the administrative restructuring.

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[106] 25 from Gamo zone

4. Projects and other activities implemented by CSOs

During the last five years, the 187 CSOs mentioned earlier have implemented a total of 624 projects across SNNPR. In 2014, the total number of projects was 595. The regional BoF acknowledges that many of these projects focussed on human development, including health, education, child-welfare, agriculture, and food security. These are the priority action areas emphasized by the regional government as well, and hence CSOs are considered as partners in the development of the region.[107]

Faith-based development organisations implement 35% of the total number of projects (218), the most significant being the Social and Development Commission of ECC (55 projects), the Development and Social Services Commission (DSSC) of Ethiopian Evangelical Church Mekane Yesus (41 projects), Ethiopian Kale Hiwot Church Development Programme (27 projects) and World Vision Ethiopia (25 projects). The programmes of the evangelical churches largely focus on child development (sponsorship) while education and health services are the other areas of focus.

ICSOs implement 31% of the total number of projects. Promotion of livelihoods of vulnerable groups, youth entrepreneurship, gender equality, environmental rehabilitation, safe household energy, and responding to emergencies (arising from conflicts, flooding, and others) are all important action areas of the international CSOs. It is interesting to note the presence of some OVC-focused self-implementing international CSOs[108]. This could be because of the former CSO law that discouraged international CSOs from supporting local CSOs who could pursue such activities better.

The health sector activities of international CSOs are perhaps the most important both in number and the amount of resources allocated. In addition to strengthening the health infrastructure, projects that specifically aim to promote family planning, reproductive health, and address neglected tropical diseases (NTDs)[109] are key areas of intervention. Orbis International and the Carter Centre (both US-based CSOs) have implemented 16

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[107] SNNPR Finance Bureau, Civil Society Organisations projects Affairs Coordination Directorate, Annual CSOs Projects Profile April 2021
[108] Examples are Centro Auiti per L'Ethiopia, B-Loved, and Busajo Onlus.
[109] that include Guinea worm disease, river blindness, trachoma and lymphatic filariasis

projects focusing on the NTDs targeting largely communities in the remote south western parts of the region.

Some of the larger international CSOs with a significant number of projects in SNNPR include a consortium by the name *WEEMA International* (Water Education Economy Empowerment Medical Care Alliance) which has 15 projects in Kembata Tembaro and Hadiya Zones, People In Need (10 projects), IRC (8), AMREF (6), VITA/RTI (7), SNV Ethiopia and Save the Children (6 projects each).

Despite their significant number (43%), local CSOs are responsible only for 171 (27%) of the total regional projects. About 50% of the local CSOs implement single projects. Those with multiple projects include Terepeza Development Association (17 projects in Wolaita), Action for Development (8 projects in South Omo zone), Girarbet Tehadso Mahiber (6 projects in Guraghe and Silti Zones), Mary Joy Development Association (5 projects) and Women Empowerment Action (5 projects in South Omo). The local CSOs are key players in the relatively few governance-focused actions, which include the promotion of gender equality, social accountability, inclusion of PWDs and marginalised social groups at local levels.

It is apparent that there are local CSOs implementing some important activities without entering into project agreements with the BoF. These include the PLHIV Associations that can be found in all regional cities and towns and the rights-based organisations (including the regional offices of EHRCO and EWLA), the legal aid providers (for example the Mizan Young Lawyers Association and the SNNPR Young Lawyers Association), the SNNPR Elderly and Pensioners Association and also that of the regional PWDs Association. In addition, mass-based associations of the Youth, Women and Teachers have regional Associations and even federations (in the case of Youth and Women).

The regional Office of the CETU facilitates the unionisation of labour in industries and also engages itself in court representation on behalf of its members. There is also a regional Chamber of Commerce and Sectoral Association with constituent members.

The 17 regional and locality development associations as a specific category implemented 45 projects during the survey period. Zonal development associations of Wolaita and Hadiya each had 11 projects while the umbrella Southern Ethiopia Peoples Development Association implemented four projects.

5. The Funding landscape

The data from the Finance Bureau of SNNPR shows that the 187 project holder CSOs have injected a total of ETB 20.25 billion and benefitted about 60 million[110] people in the region during the last five years.[111] CSOs injected on average 11% of the overall regional budget each year. In terms of sectors/themes, 42% of the CSOs' budgets went to the health sector[112] while 22% was for the integrated projects of mainly international CSOs. Projects focusing on Women, Children and Youth accounted for 10% of the total budget.

In terms of typology, the international CSOs administered about 53% of the total budget, followed by the FBDOs who injected 27%. Local CSOs and the regional development associations contributed 12% and 8% respectively. Of the total budget, the Carter Center implemented two projects with a total value of ETB 5.3 billion focusing on the elimination of the NTDs (*Onchoserciasis & Lymphatic Filariasis*)[113].

World vision Ethiopia invested about ETB 3 billion through its 25 projects spread across the region. The Social and Development Commission of the ECC disbursed about one billion birr for its 55 projects largely focusing on social sectors and food security.

From the list of project holders, it was noted that the 17 regional and local development associations have some individual projects with relatively large budget sizes. For example,

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[110] A single beneficiary benefits more than once froma particular CSO and/or multiple CSOs during the five years period. Hence the number is more than the regional population.
[111] Southern Nations, Nationalities and Peoples` Regional State Bureau of Finance, Annual CSOs Projects Profile, April 2021.
[112] Inflated by the budget of the two Carter Center projects
[113] The study team explored whether the figure indicated is appropriate (knowing the size and mode of operation of the CSO) and learned that the bigger share of the budget is actually the monetary value of the drugs imported from abroad. Further investigation showed the drugs are donated to the government of Ethiopia (with the facilitation of Carter Center) from international Pharmaceutical companies (Pfizer Inc) and a donor consortium called Merck & Co., Inc free of charge. Hence, the practice of showing the value of drugs donated for free is indeed misleading and dwarfs the contributions of other CSOs.

five of the 15 projects with the biggest budgets belong to such development Associations (Gedeo, Wolaita, Gofa zones, Halaba People Development Association and Gogota Care, Kembata Tembaro Zone People Development Association). [114] The CSO affairs coordinator at the Bureau of Finance mentioned that the indicated budgets of some of the development associations was transferred from the zonal government budget, and he has communicated to them to stop this practice. In any case, some of the funds declared by the development associations originate from the government budget while the balance may have come from the subscriptions of their constituency and support by other donors.

The CSO data from BoF has no information on who are the donors of projects. However, it is known that child-focused projects of the evangelical church-affiliated development organisations are supported by Compassion International (through one-to-one sponsorship). Such projects are widespread across towns in the region. For example, in Arba Minch City there are 8 such projects benefitting about 2,000 vulnerable children. The operations of the ECC-SDCO receive funds from the Caritas families in Europe and other places (e.g. Korea and Japan) and Catholic Relief Services (accessing USAID resources).

Local CSOs also generate resources from various sources, including CSSP, ESAP and EU-CSF. A number of informants indicated that they receive funds from embassies based in Ethiopia. The Global Fund and CDC remain important sources of funds to sustain operations of Associations of PLHIV and other local CSOs. Regarding food security and humanitarian operations, resources mainly come from USAID, EU including ECHO and the UN OCHA. Key informants contacted fear that with the deteriorating relations between the GoE and Western donors there could be a downward trend in such resources in the coming years.

The regional and zonal administrative councils of SNNPR provide some financial support to selected, mainly government-affiliated CSOs. There is an inclination and some moves towards opening such opportunities to other groups as well based on merit. For example, in Arba Minh, the Gamo Zone Administrative Council provided small block grants to the

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[114] The minimum budget of such projects is ETB 180,277,600 (Gogota Care, Kembata Tembaro zone people devt Association) while the maximum is ETB 294,776,226 (Gedeo Development Association).

Arba Minch Circus and *Addis Tesfa HIV Positive Women's Association*. While these steps are popstive, such support requires further institutionalisation and should be competitive.

Local CSOs have made some encouraging starts in domestic resource mobilisation. For example, in Arba Minch Mary Joy Development Association has a pilot project fully funded through domestic child sponsorship. Had it not been for the challenges created by the COVID-19 pandemic that slowed down the tourism and hospitality industries the project could have registered more credible results. The Compassion-supported CSOs have gradually started supporting more children through domestic resources.

Figure 1 below presents the ranges of individual project funding in SNNPR (based on the BoF data). It can be seen that only 13 projects had individual budgets of less than ETB 1 million, while four projects had individual budgets in excess of 500 million. The minimum project fund size was ETB 125,000 while the maximum was ETB 2.95 billion. The huge difference in budget sizes would suggest the need for local CSOs to co-implement actions in partnership with the international CSOs with 'big' budgets.

Figure 1 Ranges of project sizes in SNNPR
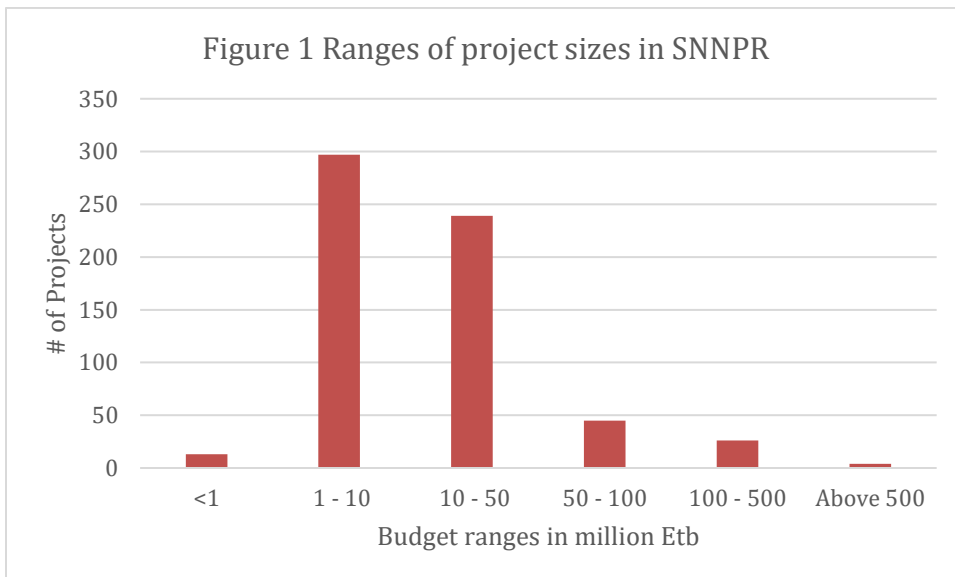
Regarding the geographic distribution of projects, Wolaita Zone stands first with 110 projects (excluding the multi-zone projects). Gamo and Silti have the fewest number of

ongoing projects (less than 20). Figure 2 below shows the projects and budgets committed to the major six zones. It can be concluded that Wolaita zone has both the largest number of CSO projects and the biggest committed budget.
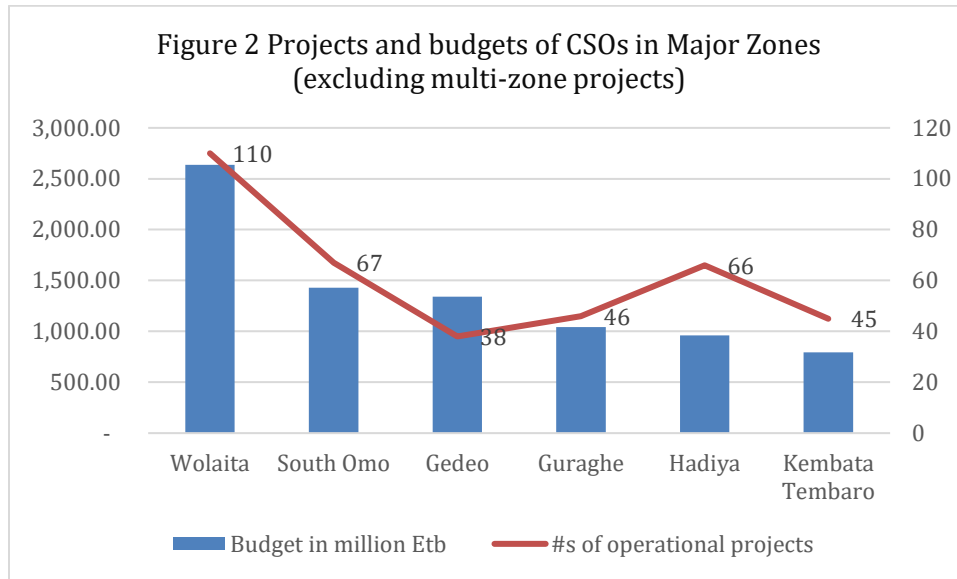
Figure 2 Projects and budgets of CSOs in Major Zones (excluding multi-zone projects)

6. Collaboration, networking, and partnerships within the sector

Collaboration between CSOs, large and small, international, national and local and the mass-based associations, is undeveloped. The focal point for CCRDA's regional Chapter is JeCCDO, whose role includes communicating with CCRDA member organisations for training and workshops. The regional PLHIV Network (Network of Southern Ethiopia Aids, Health and Integrated Development) coordinates the work of about 92 constituent members for accessing the Global Fund and CDC resources and for participation in outreach awareness programmes. The SEPDA, which used to be the coordinating body of 24 national development associations, remains a largely independent project implementer. However, apparently it no longer has the budget needed to sustain its project staff and office.

There is a new grouping formed by three unequal CSOs (two small CSOs and a Regional Association) named as SNNPR Civic Societies Consortium. The regional Teachers Association took the lead, and somehow the members were involved in monitoring the

recent national election. It is unlikely that the grouping will live to the expectation of its name. Rather, two regional CSOs[115] have shared a plan to establish an inclusive region-wide CSO network and this should be supported.

7. Collaboration and dialogue with the government and other key development partners

Both CSOs and contacted governmental counterparts acknowledged that there isimproved collaboration and understanding between the two stakeholders regarding the management of projects as a direct effect of the revised CSO Law.

CSOs and governmental stakeholders contacted as part of this study appreciated the annual regional GO– NGOs Forum as a framework for reviewing progress and recognising examples of good practice. Such meetings are held at zonal levels as well, and CSO representatives are involved in the planning of such events. However, as the focus of the forum concerns the reviewing of 'projects and the implementation arrangements' there is little space to raise and discuss strategic issues facing the region (such as migration, displacement, conflict, human rights, and others). In order for such discussions to happen more research and advocacy-focused CSOs and networks need to come into the picture.

8. Representation and constituency building

The regional mass-based associations of the Youth and Women claim to have about 1.5 and 1.32 million members respectively across the region. In the case of the Youth Association, 60 delegates from zones and woredas constitute the regional Youth Council who in turn elect the 9-member executive committee to coordinate operations and represent the interest of their constituency. At the zonal level, for example, the Gamo Development Association claims to have about 150,000 members in its 14 woredas.

Despite the relatively large number of members, the regional associations of youth and women collect only around ETB 150,000 per annum as membership subscriptions. Representatives of both Associations highlighted that the participation and contribution of

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[115] Center of Concern and Civil Society Resource Centre Association

members has declined from 2017 (during the change of ruling party leadership). The same is true of the Gamo Development Association, which used to be called 'Gamo-Gofa Development Association' before the split of Gofa as a self-standing zone with its own development Association. It is encouraging to note that the Gamo Development Association is undertaking a strategic planning process that is anticipated to empower the woreda-based committees of the Associations to develop their own plans and execute actions using 70% of the locally mobilised resources. Hence only 30% would be transferred to the Zonal secretariat. Such decentralised arrangements have the potential of mobilising more constituency for the associations. However, it is important that the roles of ruling-party officials in the management of the Associations are restricted so as to assure non-partisan operation.

The practice of involving representatives of mass-based associations as 'observers' in regional and sub-regional administrative council sessions continues unabated. From the discussion with the regional Teachers', Youth, and Women's associations it appears that no preparations are made, and no feedback sessions are held and no reports are issued following attendance. These opportunities could have been used to systematically promote constituency interests. To this effect, the need to work with the other rights-based CSOs was emphasized during the debriefing session in Hawassa.

9. Accountability, transparency, and self-regulation

The majority of CSOs with project implementation agreements with the Finance Bureau and sector bureaus, institute a general system of transparency for joint planning of activities, the targeting of final beneficiaries, and even joint authorisation of procurement of project inputs. Those registered at zonal levels do not have project agreements with governmental departments, hence are largely providing only annual performance reports to get their licenses renewed.

The national, international, and faith-based CSOs are mostly members of CCRDA and the newly constituted Ethiopian Civil Society Organisations' Council. Accordingly, they subscribe to the code of conduct which is still largely non-functional.

An effective regional CSO platform, among others, could facilitate grounds for peer review, collaboration, and self-regulation.

10. Challenges and limitations of the regional government and CSO community

Challenges and limitations from the regional government side

a. The offices for CSO registration both at regional and zonal levels are understaffed and with multiple responsibilities. Moreover, there are no clear guidelines for managing the work, including registration and follow-up.

b. There is no smooth coordination between the governmental sector bureaus and the Bureau of Finance. Some of the sector bureaus feel the BoF signs project agreements at times without their consent.

c. It appears that the the Bureau of Finance is largely interested in the finance of CSO projects. As a result, it has no operational linkage with those undertaking rights-based and other activities with limited resources.

d. The practice of CSOs covering costs of governmental experts during mid-term reviews and terminal evaluations appears to be common (specifically at the regional level). In addition, contacted CSOs affirmed that officials attending events for project launching, graduation, etc., often request and receive per diems as a 'presence' fee. These represent unethical transactions affecting the benefits to the final beneficiaries, as well as creating precedence for broader mal-practices.

Challenges and limitations from the CSO community side

a. The absence of adequate and dedicated capacity building and networking of CSOs at the regional level has affected the gradual evolvement of more local CSOs.

b. The big international CSOs continue to implement community-based actions (in line with the former CSO law), rather than partnering with national and local CSOs (as encouraged by the new CSO law). As a result, many of the smaller CSOs are often less active.

c. The continued inability to establish functional regional CSO coordination arrangements (networks or platforms) across thematic, sectoral, and geographic

lines affects the experience exchange and promotion of joint agenda for operational and policy consideration.

d. The operation of the ethnic and locality-based Development Associations with 'large' projects may affect the emergence, growth, and participation of other local CSOs.

e. The predominant focus of the sector remains on service delivery. Where some governance actions are promoted, the actions are fragmented and implemented at local levels. Moreover, such actions largely focus on social/cultural practices rather than addressing the regulatory frameworks. As a result, there is continued low participation of CSOs in key governance areas such as democratisation, conflict resolution, protection of human rights, and tackling corruption.

11. Opportunities and Strengths

a. The practice of registering local CSOs by the regional and zonal AGOs has improved opportunities for citizens to organize and promote their objectives.

b. The SNNPR AGO has prepared a draft regional CSO Law. Ratification of the law (following discussions with regional CSOs) would address gaps in the coordination and follow-up of CSO operations.

c. On the part of the regional government, there is an increasing interest in talking to and interacting with CSOs.

d. The continued administrative restructuring could facilitate decentralised governance in which CSOs could play the roles of capacity building and systems development for an inclusive society

e. There are opportunities for scaling up and institutionalising governmental financial support for CSO initiatives. One strategy could be donor partners topping-up resources for such endeavours (as pilot exercise).

f. The first steps in domestic resource mobilisation (outside of the government) from the private sector and individuals should be strengthened so as to limit dependency on foreign funding.

g. All stakeholders appreciate the need to revitalise the sectoral and thematic GO-NGO consultation structures. This may lead to the emergence of more formal and dedicated arrangements for regular dialogue.

12. Conclusions and Recommendations

The progress made in devolving CSO registration to zones has expanded opportunities for citizens to organise and participate in local development processes. On the other hand, government's interest in CSO operations is largely aimed at bringing additional development finance to the region. In relative terms, of the regional governments, SNNPR attracted the largest sum (about ETB 20 billion) of CSO project resources during the last five years. While the number of operational CSOs declined compared to the 2014 figures, the total budget increased because of an increase in unit project budgets and because some CSOs have multiple projects in the region.

The regional government acknowledged that CSOs are indeed partners in development, contributing about 10 percent of the regional budget, largely in support of the human resource development plan of the region. CSOs involved in this study positively rated the role of the regional government in the coordination of their efforts (agreements, monitoring, and evaluations). Some sector bureaus emphasized the need to strengthen their roles in project agreement signing and follow-up activities. The regional AGO on its part expressed the desire to have more information on the programmes of all CSOs operating in the region. These issues should be addressed in the course of discussions towards passing the regional CSO law.

The study identified some projects that qualify as governance actions and these are indicators of the reform of the CSO law. However, the larger share of activities by both local and international CSOs still focus on basic service delivery, hence having limited policy relevance. It is also worrying that most international CSOs implement projects on their own at the community level. There is a need to strengthen collaboration between the international and local CSOs so that each plays roles that capitalise on their respective comparative advantages.

Recommendations

1. Expedite the regional CSO law drafting process by involving all stakeholders and strengthen the institutional arrangement (whether under the AGO or other office).

2. Consider allocating more resources for strengthening the networking initiatives and research capacities of CSOs.

3. Facilitate more grounds for domestic resource mobilisation, including from the government.

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Annex 3: List of Informants

Dire Dawa City Administration
Field Mission and Debriefing Session informants, July 29 - 30, 2021

	Person involved	Organisation	Position	Contacts
1.	Rahel Deneke(f)	Bureau of Labour and Social Affairs	Head of Office	0906156036
2.	Tariku Teklu	Human Rights Council Eastern branch	branch office coordinator	0915121986
3.	Simenesh Alemayehu (f)	Bureau of Finance and Economic Dev't	Head, Charities & Societies Affairs	0915761366
4.	Tadele Beyene	Bureau of Finance and Economic Dev't	Expert Dev't Coop	0989921761
5.	Ammanuel Fisseha	Bureau of Finance and Economic Dev't	Expert Dev't Coop	
6.	Alemayehu Girma	Dire Dawa Bureau of Health	Head Dev't Plan, M&E	0915761197
7.	Wondimeneh Getinet	Bureau of Women, Children and Youth	M&E Expert	0915738495
8.	Kerima Ali	Bureau of Women, Children and Youth	Head of Office	0913943766
9.	Feyisa Shurte	Dire Dawa Branch of Attorney General	office head	
10.	Million Zergaw	Dire Dawa Peace, Security & Admin Office	Legal Advisor	0251121445
11.	Daniel Teshome	Admas Common Affairs charity Association	Director	0964798899
12.	Addis Tadesse (f)	Positive Action For Dev`t (PAD)	Programme manager	0902496599
13.	Zenebe Tsegaw	Ethiopian Catholic Church social & Development Commission Office Harar	Program Head	
14.	Mahlet Yidnekachew (f)	Ethiopian Women Lawyers Association Dire Dawa branch	Branch office ccordiator	0915734423
15.	Shibeshi Mengistu	Bureau of Finance and Economic Dev't	Expert, M&E	0922793040
16.	Alem Kidanu (f)	Dire Dawa Development Association	Director	0915734916
17.	Wondwosen Amsalu	Synergy for Development	Director	0913921122

	Teferi Abera	Dire Dawa Civil Society Network (DDCSN)	Exec Director	0915 04 88 25
18.				
19.	Mulugeta Gebru	Jerusalem Children Community Dev`t Organization (JeCCDO)	Exec Director	0911202252
20.	Digafe Abebe	Pro Pride	Executive Director	0911200602
21.	Dawit Bekele	Dawit Aid For Aged Person	Director	0913353291
22.	Birhanu Moges	Network of HIV Positive People Asso'n in DD	Director	0255131224 0933331306
	Emebet Mekonnen (f)	Asegedech Aid For Aged Person	Volunteer	0991586162
23.	Muluken Kasahun	Dire Dawa Branch of Attorney General	deputy head of office	
24.	Almaz Fekade(f)	Women's Health Association Ethiopia	Project coordinator	0975793133
25.	Tilahun Birhane	Ethiopian Evangelical Church Mekane Yesus	Project Coordinator	0982985955
26.	Solomon Mersha	Eth. Muluwongel Church Social & Dev't	Project Coordinator	0913127958
27.	Kebebush Tesema (f)	Dire Dawa Chamber of Commerce & Sectoral Association	Finance Head	0251113082
28.	Rahwa G/Egziabher (f)	Dire Dawa Community Action (DDCA)	Prog Coordinator	0946436356
29.	Muluken Asfaw	SOS Children Village	Project Coordinator	0959071484

Harari National Regional State
Field Mission informants, July 28 - 29, 2021

SN	Name of entity	Person Contacted	Position in Entity	Phone
	BoFED	Mohammed Rahmeto	Director of NGOs	
	BoFED	Nebat Mohammed (f)	NGOs M&E Expert	0915766665
	BoFED	Yosef Hailu	Head, Programs	0913871539 0936732526
	Regional Attorney General	Bekri Abdella	Deputy Head	0932407672
	Regional Attorney General	Najib Abdurahman	Expert, Civic &	0915746478
	BoLSA	Misrak Eshete (f)	Head of office	0929387684

	BoLSA	Endale Mengesha	Head, programmes, M&E	0915765318
	BoLSA	Abdeta Abdi	Social Expert	0933753095
	BoWYCA	Sara Eshetu (f)	Expert	0962666862
).	Target Humanitarian	Sufian Abdurahman	Director	09 04277333
.	Target Humanitarian	Mohamed Ibrahim	Finance Head	0911924554
.	Turkish Maerif Foundation	Twedros Alem	Programme Manager	0900 811223
.	Darul Hijira	Seada Abdella (f)	Manager	0935780920
.	Penny for the Needy	Beliyou Tesfaye (f)	Director	0923329115
.	SOS Childrens Village	Jemal Abdi	M&E Head	0920032843
.	MFM Harar Agro Technical and Technology College	Abebe Fanta (Dr)	Director	091532 0373
.	Hohete Misrak Child Support Centre EOC&Y Affairs Com.	Yihunsew Getachew	Manager	929321842
.	Harar Ammanuel Baptist Children's Development	Dechasa Geleta	Prog Manager	0937927531
.	Medhin Harari Women LHA	Mestawet Medhin (f)	Directress	0920892520
.	Cheshire Services Ehiopia	Romario Asmera	Social Expert	0915124126
.	Abadir Harari Development Association	Mustefa Hassen	Director	0915020660
.	Stand for Integrated Development	Amir Ayub	Finance head	0911459525
.	Harari Chamber of Commerce and Secoral Associations	Reshid Abdurahman	Manager	0913892727
.	Harar Yehager Lij	Tesfa Alebachew	Director	0920464668
.	Engender Health	Nebiyu H/M	x-project manager	0911951413
.	Network of Harari PLHIV	Abiy Bekele	Director	0915740748
.	Harar Lutheran Ch. Children devt prog	Nitsuhwork Argaw (f)	Manager	0920969652
.	Hope Children Organization	Wubtaye Getachew	Director	0916891300

List of Informants Oromia Regional State: Bishoftu, Adama and Addis Ababa

S N	NAME	ORGANIZATIO N	POSITION	PHONE	Date of Intervie w	Place
1.	FikaduDebisa	BoFEC	NGO Affairs Directorate Director	0911110956	19/07/21	AA

SN	NAME	ORGANIZATION	POSITION	PHONE	Date of Interview	Place
2.	BerhanieDeksis	BoWYCA	Team Leader, Children Affairs	0913122664	19/0721	AA
3.	Semira Faris (F)	BoWYCA	V/ Bureau Head, Women Affairs	0911466035	19/0721	AA
4.	DinberuGurmu	BoH	Team Leader, Project Coordination	0911378025	21/07/21	AA
5.	Otukana Oda	BoAG	Deputy Head		22/07/21	AA
6.	Abebe Merga	BoA	Planning and CSOs desk Coordinator	0911751785	29/0721	AA
7.	ShimelisTegegn	Restoration of Ecosystem and	Executive Director	0911709180	21/07/21	AA
8.	G/Medhin Belay	Institute for Sustainable Dev't	Executive Director	0911753538	21/07/21	AA
9.	Nebiyu H/Mariam	Hope for Life	Executive Director	0911568004	21/07/21	AA
10.	Bekelech Demissie (F)	Safe Generation Development Association	Executive Director	0911491548	26/07/21	Bishoftu
11.	Tenkir H/Mariam	Engage Africa Now	Country Representative	0911539683	26/07/21	Bishoftu
12.	Aida Mohammed	Kinderhilfswerk Global-Care Ethiopia	Country Representative	0935962916	26/07/21	Bishoftu
13.	NegashTaddesse	FIDA	Country Representative	0911316580	26/07/21	Bishoftu
14.	Getachew Tefera	FIDA	Project Manager	0911400122	26/07/21	Bishoftu
15.	EndaleTerefe	HMCHA	Executive Director	0911379156	26/07/21	Bishoftu
16.	BezabihTolosa	Metropolitan Ethiopia	Executive Director	0911673863	26/07/21	Bishoftu
17.	Beka Hagos	Ratsun	Project Manager	0911673023	26/07/21	Bishoftu
18.	Tamene Fite	Society for Forest Landscape Restoration and Conservation	Executive Director	0911343326	27/07/21	Adama
19.	Tamirat Gizachew	Society for Forest Landscape Restoration and Conservation	Programme Coordinator	0930763171	27/07/21	Adama

SN	NAME	ORGANIZATION	POSITION	PHONE	Date of Interview	Place
20.	Merry Taddesse (F)	Birhan HIV+ Women & Children	Executive Director	0911537805	27/07/21	Adama
21.	LuelsegedAsrat	Delosal Community Dev't Org.	Project Officer	0921481891	27/07/21	Adama
22.	YitagesuAsrat	DagimHiwot association	Executive Director	0911840148	27/07/21	Adama
23.	Mihret G/yesus (F)	Centre for Justice	Programme Coordinator	0912999334	27/07/21	Adama
24.	Belete Mamo	Real Green Vision Generation	Executive Director	0992010047	27/07/21	Adama
25.	Regassa Aboma	Network of CSOs in Oromia (NeCSOO)	Executive Director	0911652957	30/07/21	AA
26.	Anebo W/giorgis	Alliance for Peace and Development	Executive Director	0912199775.	30/07/21	AA
27.	MergiaDegefu	Selam Hiwot Integrated Children and Community Support	Executive Director	0911249112	30/07/21	

List of Informants Addis Ababa

SN	NAME	ORGANIZATION	POSITION	PHONE	Date of Interview
1.	Desalegn Bekele	BoE	Project M&E Coordinator	0911835287	03/08/21
2.	Genet Petros (F)	BoWCA	Project M&E Coordinator	0913059553	03/08/21
3.	Asimamaw Degu	BoWCA	Project M&E Officer	0911350028	03/08/21
4.	Yared Kibret	BoWCA	Project M&E Officer	0912101747	03/08/21
5.	Solomon Minale	BoWCA	Project M&E Officer	0911806193	03/08/21
6.	Susi Ferdisa	BoFEC	CSOs Affairs Director	0911088472	03/08/21
7.	Tihut Tefera(F)	BoLSA	Team Leader, Safety Net	0955997687	04/08/21
8.	Beshir Mohammed	BoH	Partnership and Cooperation Director	0911124987	05/08/21
9.	Frezer Abera(F)	Setawit	Programme Manager		09/08/21
10.	Kalkidan Asmamaw(F)	Setawit	Project Manager	0921780076	09/08/21

SN	NAME	ORGANIZATION	POSITION	PHONE	Date of Interview
11.	Hiwotu Kassaw	Youth Impact Dev't Association	Executive Director	0912105554	10/08/21
12.	Jemal Kassaw	Engender Health	Country Representative	0911697129	10/08/21
13.	Sintayehu Messele	Care Ethiopia	Quality and Learning Coordinator	0911560088	10/08/21
14.	Minas Defar	World Together	Programme Manager	0938095858	10/08/21
15.	Yetinayet Girmaw (F)	SNV (Head Office)	Deputy Country Director	0911868059	10/08/21
16.	Kefle Sebgazer	SIDERTA Development Ethiopia	Country Director	0911731322	11/08/21
17.	Yared Degefu	Forum on Sustainable Children Empowerment	Executive Director	0911629621	11/08/21
18.	S/Mariam Aniley	SOS Children's Village	Country Director	0929113347	11/08/21
19.	Achamyelesh Teferi (F)	SOS Children's Village	D/Country Director	0911232376	11/08/21
20.	Mesued Gebeyehu	Consortium of Human Rights Organizations	Executive Director	0911793100	11/08/21
21.	Ahmed Abajobir	Islamic Relief Ethiopia	Country Director	0921797954	12/08/21
22.	Yahiya Aman	Islamic Relief Ethiopia	Operation Manager	0911429763	12/08/21
23.	Teshome Mengstie	Islamic Relief Ethiopia	Programme Manger	0911632053	12/08/21
24.	Tilahun Abegaz	Hope Enterprise	Executive Director	0911692372	12/08/21
25.	Menelik Nigusse	Mekdim Ethiopia	Deputy Director	0911190574	12/08/21
26.	Tewodros Alemayehu	Ethiopia Act	Deputy Country Director	0901362236	12/08/21

List of informants Afar Regional State: Semera

SN	NAME	ORGANIZATION	POSITION	PHONE	Date of Interview
1.	Mussa Yasin	AGO	Attorney General V. Head	0923435337	05/07/21
2.	Mohammed Abdu	AGO	Head of Document Registration and Authentication Department	0911805041	05/07/21
3.	Seadia Ahmed (F)	AGO	Prosecutor	0913335725	05/07/21
4.	Kalifa Mohammed	BoFED	Resource Mobilization and NGO Coordination Head	0914190303	05/07/21
5.	Mohammed Yomin	BoLSA	V. Head	0920639217	05/07/21
6.	Haile Abrha	BoLSA	Social Security Expert	0913701735	05/07/21

SN	NAME	ORGANIZATION	POSITION	PHONE	Date of Interview
7.	Abdu Ali	BoYCA	Project Coordinator	0920637956	05/07/21
8.	Seada Mihammed (F)	BoYCA	Technical Assistant	0911064027	05/07/21
9.	Afkia Ali	BoE	Teachers Dev't Director	0912955395	05/07/21
10.	Getahun Asrat	BoE		0913060973	05/07/21
11.	Qabdu Lalie	Teachers Assn.	Head	0912157876	05/07/21
12.	Husien Yimer	Teachers Assn.	Secretariat member	0916845611	05/07/21
13.	Ashenafi Astatkie	ACISDA	Executive Director	0967161360	06/07/21
14.	Ayisha Mohammed (F)	BoFED	V. Head		06/07/21
15.	Taiba Mohammed (F)	BoH	V. Head	0935327732	06/07/21
16.	Choman Geleta	BoA	Planning and CSO Desk Coordinator		06/07/21
17.	Minilik Belay	Action for the Needy	Senior Environment Officer	0914676050	06/07/21
18.	Habile Dadi (F)	Action for the Needy	Human Resource Head	0963265421	06/07/21
19.	Mohammed Abrar	AMREF	Branch Head	0913280678	06/07/21
20.	Ismael Ali Gardo	APDA	Executive Director	0912840017	06/07/21
21.	Mohammed Amin	APDA	Programme Head		06/07/21
22.	Mohamed Yayu	ADA	V. Manager	0911808392	06/07/21
23.	Abdusemed Mohammed	ADA	Prog Manager	0921969953	06/07/21
24.	Tilahun abebayehu	ADA	Engineer	0913386705	06/07/21
25.	Eyob Megersa	ADA	Project Manager	0911921187	06/07/21
26.	Halimat Ahmed (F)	ADA	Finance Manager	0910660816	06/07/21
27.	Usman Hassen	NAPRA+	Programme Officer	0922915051	07/07/21
28.	Solomon G/Michael	Hands of Hopes	Coordinator	0910022834	07/07/21
29.	Girma Hagos	Hinkini	Volunteer Advisor	0911906995	07/07/21

List of Informants Somali Region

SN	NAME	ORGANIZATION	POSITION	PHONE	Date of Interview
1.	Khalil Ibrahim	BoFED	External Resource Mobilization Directorate Director	251902070709	12/08/21
2.	Hibo Ahmed	AGO	Expert	0910499108	14/07/21
3.	Mohamed Abdulahi	BoH	Planning Monitoring and NGO Coordination Team	0949875705	12/08/21
4.	Mohammed Ahmed	BoLSA	Deputy Head	0915068716	12/08/21
5.	Limo Yesuf (f)	BoLSA	Focal Person		12/08/21
6.	Seineb Haji (f)	BoWCA	Head	0929935804	12/08/21

SN	NAME	ORGANIZATION	POSITION	PHONE	Date of Interview
7.	Zahra Abdi (f)	BoWCA	Women Mobilization Director	0915741718	12/08/21
8.	Absher Umer	BoPLD[116]	Deputy Head	0929257055	12/08/21
9.	Dr Mohamed Ibrahim	BoPLD	NGO Coordination Dept. Head	0912039748	12/08/21
10.	Musa Ahmed	BoE	Planning and NGO Desk Coordinator	0915113502	13/08/21
11.	Beshir Abdi	BoA	Planning and Budget Case Team	0915777721	13/08/21
12.	Zeyineb Abdulahi (f)	Mother and Children Dev't Organization	Executive Directress	0911834956	13/08/21
13.	Mahid Arab Farah	Mother and Children Dev't Organization	Finance Manager	0915763139	13/08/21
14.	Lemma Keftaga	Save the Env't	Programme Coordinator	0912044908	13/08/21
15.	Mohamed Abdikadir	Organization for Welfare and Dev't in Action	Executive Director	0915153208	13/08/21
16.	Ahmed Mohammed	Somali Dev't Assn.	Vice Head	0913975443 0941116111	13/08/21
17.	Dr. Nur Abdi	Pastoral Welfare Organization	Founder and Board Member	0944122446	13/08/21
18.	Kilal Mohamed	Women and Pastoralist Youth Dev't Organization	Liaison officer	0925535919	13/08/21
19.	Kedir Mohammed	Social Welfare Dev't Assn.	Programme Head	0910533092	14/08/21
20.	Hibo Ahmed (f)	Attorney General Office	Registration Expert	0910499108	14/08/21
21.	Tirsit Solomon (f)	Somali Network of Positives	Executive Directress	0910092396	14/08/21
22.	Fikre Mezgebe	Somali Network of Positives	Programme Coordinator	0961248662	14/08/21
23.	Tigist Kebede (f)	Somali Network of Positives	Accountant	0915749109	14/08/21
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FINAL

Terms of Reference

Mapping of Civil Society Organisations in Ethiopia (2021)

Date:
17 February 2021

BACKGROUND INFORMATION

1.1 Country Background

Since April 2018, and the appointment of Dr Abiy AHMED as Prime Minister, Ethiopia has been undergoing a comprehensive raft of reforms designed to enhance the democratic process, improve the economy and address instability in the Horn of Africa Region. The changes that have been instigated from the top have indeed registered positive results towards democratization, and have included the restructuring of the security apparatus, defence, public services, electoral processes and the judiciary, and the creation of space for the activities of civil society. Unfortunately, the widespread enthusiasm and support for the change process and the tangible gains brought about have also been accompanied by alarming violence, including a military confrontation in the northern Tigray Region, and ethnic, political, and religious tensions. The reform processes are currently facing hurdles at the intermediate levels (regional structures) and below (local administrations), and pockets of instability are emerging.

In September 2019, the Government launched the Homegrown Economic Reform agenda, which aims to create an industrialised, lower-middle income Ethiopia by 2030. Through multiple macroeconomic, structural, and sectoral reforms, the new agenda seeks to achieve inclusive, sustainable economic growth, with an emphasis on private sector development. The Homegrown Economic Reform serves as a launchpad for Ethiopia's new ten-year economic development plan, which was endorsed by Cabinet in December 2020. The plan, entitled, 'Ethiopia: An African Beacon of Prosperity', is expected to bring about quality based economic growth; increased production and competitiveness; a green and climate-resilient economy; institutional transformation; fair and equitable opportunities for women and youth, and guarantee private sector led growth. Under the plan, the country's economy is expected to experience a 10.2 percent average annual growth rate.

The new 10-year development plan takes over from the previous strategic roadmap of the government, the second Growth and Transformation Plan (GTP II), which was implemented over the period 2015/16 to 2019/20. Despite impressive economic growth over this period, and indeed during the last two decades, with continued expansion of services and industry and a rebound in agriculture, Ethiopia is currently facing major challenges, including weak exports, limited competitiveness, an underdeveloped private sector, shortage of foreign currency, national debt, a fiscal deficit, internal instability, climate change, high population growth, rising youth unemployment and indeed the outbreak of COVID-19. The country remains one of the poorest in the region with an annual per capita income of USD 850, and with 30% of the population living below the national poverty line. (World Bank update, October 2020).

Ethiopia has pursued a Federal system of government since 1991, with a decentralized model of public service delivery by sub-national structures in nine Regional States (increased to ten in June 2020 with the creation of Sidama Regional State) and two Administrative Councils, each divided into Zonal, Woreda and Kebele structures. Since the reforms that essentially began in April 2018,

various stakeholders have been trying to align themselves to take up the space emerging. Unfortunately, the emergence of the COVID-19 pandemic, especially since April 2020 in Ethiopia, has brought with it considerable public health, social, economic and operational challenges which will undoubtedly impede the reform process. Already, the 2020 national election has been postponed until May 2021.

1.2 Sector Background

Ethiopia has a long history of mutual self-help organizations and informal community groups. Nevertheless, throughout most of its history, the country has experienced authoritarian forms of government which were not conducive to the emergence of more formal civil society organisations (CSOs). During the imperial and socialist regimes, civil society remained comparatively underdeveloped, with only a few, mostly international, humanitarian and faith-based organisations focussing on relief, welfare and education. However, since the defeat of the Derg regime in 1991, Ethiopia has witnessed an expansion of, and diversification in, CSOs, which have grown to become increasingly important partners to government in the national development process. That said, the sector is still less developed compared to some other countries in the region.

Despite the significant role expected of civil society in the socio-economic development of the nation, the regulatory framework in place since 2009 governing the operation of CSOs, the Charities and Societies Proclamation No. 621/2009, has profoundly re-oriented the shaping of, and rules relating to, associational life among Ethiopia's citizens and the operations of civil society organizations. However, following extensive consultations at national and regional levels, a new law (Civil Society Proclamation 1113/2019) was approved by the House of People's Representatives on 05 February 2019. Whilst the new proclamation, by removing most of the restrictive elements of the previous regulatory framework, has given a significant boost to the operation of CSOs, their limited financial and operational capacities also need to be addressed if the sector is to become vibrant, and take up its rightful space in the country's political, social and economic spheres.

Despite its constraints, the civil society sector is in the process of restructuring and capacitating itself to implement activities in the thematic areas that were until recently restricted to only a limited number of organizations, such as advocacy or rights-based activities. Despite the lifting of restrictions, including controls around sources of funding, it is taking time for the sector to show significant progress. This may be attributed to the intensive intimidation still associated with the previous framework, and lack of expertise in formerly restricted areas, such as democratization, human rights, election processes, policy oversight, anti-corruption, transparency, advocacy, peace and reconciliation.

CSOs also have limited access to financial resources to fund their activities. However, in this regard the availability of grant funding through programmes such as CSF-III, CSSP II, USAID's *Feteh* and other programmes supported by the development partners have enabled CSOs to occupy the newly created space and participate more pro-actively in the political, economic and social development of the country. However, Civil Society, like all sectors, has been negatively affected by the impact of the Covid-19 pandemic, and whilst some CSOs have managed to provide support to vulnerable communities through these difficult times, others are on the verge of closure.

The Agency for CSOs (ACSO) reported that as of January 2021, more than 3,000 existing and new CSOs have registered. However, the status of registration remains unclear at regional levels. While some Regions continue to implement the previous framework, others are in the process of either adopting the Federal regulations or developing their own.

The Government of Ethiopia (GoE) and its development partners are committed to facilitating an active and effective role on the part of CSOs in pursuing national and global development goals, driven by the priorities of women, men, girls and boys at grassroots level, including those from hard to reach and marginalised groups. This requires concerted efforts by all parties in order to address constraints at policy, regulatory and operational levels. Whilst Government has a major role to play in bringing about an enabling environment, donor agencies have shown a willingness to invest in initiatives designed to address the capacity gaps and financial constraints of CSOs in order to enhance their service delivery capabilities, and to engage in policy dialogue, and on the promotion and protection of human rights, including the rights of young people, gender transformation, citizen-state engagement, with their constituencies, amongst themselves, with government bodies and other stakeholders at various levels.

Given the huge diversity within the Civil Society sector, coupled with the fast-changing pace and complexity of the socio-economic and political contexts, development partners have recognised the need to undertake regular, systematic and comprehensive reviews of CSOs and the dynamic landscapes within which they operate. The findings of such studies are pre-requisites to informing the formulation of plans and programmes to respond to the strategic needs of CSOs at different levels, to ensure that they create the capacities to participate effectively in governance and development activities, and to promote a conducive environment for their growth and meaningful, structured participation in policy dialogue.

The first comprehensive review of the contexts and capacities of Ethiopian Non-State Actors (NSAs) was undertaken in 2004 as part of the then EU-Ethiopia Civil Society Cooperation Programme. In 2008, the same programme expanded and updated the mapping exercise. Both studies, complemented by overviews of other donor funded programmes, informed the design and fine-tuning of the focus and strategies of the EU-Ethiopia Civil Society Fund Phase I and Phase II programmes. The design of other civil society initiatives, such as the first multi-donor Civil

Society Support Programme (CSSP I) - financed by Irish Aid, UK Aid/DFID, NORAD, SIDA, The Netherlands Embassy and the Government of Canada - also benefitted from the outputs of these mapping exercises. Thus, in view of their recognised value, and the ever-changing context, the EU's CSF II and the CSSP I supported an ***Updated Mapping of Non-State Actors in Ethiopia*** in 2014. (For a summary of this study's key findings, please refer to section 1.3 below).

In the intervening seven years, the third CSF and second CSSP have come onstream. And, as previously noted, since April 2018, the Government has been rigorously pursuing an ambitious and comprehensive reform programme that is raising major implications for the role of civil society in national development. It is therefore timely again to undertake another CSO mapping exercise. CSF III and CSSP II and ACSO have agreed to combine their efforts in undertaking this endeavour again.

1.3 Key Findings of the NSA Mapping Study (2014)

The previous mapping exercise revealed a number of interesting findings. Regarding numbers, the study found that registered CSOs had decreased from 3,128 in 2008 to 3,077 in 2014. However, those that were considered to be operational increased from 964 to 1,364 over this timeframe. Geographically, the spread of organisations across zones and regions was found to be uneven, with most concentrating in urban areas and along roadsides in accessible locations. In terms of the number of ongoing projects, children and women; agriculture, livelihoods and food security; health and HIV/AIDS, and education/training represented the top four intervention areas (as they did in 2008). Other major sectors of intervention included integrated development, water and sanitation, and environment.

In total, the study counted 2,604 ongoing CSO projects in the country (excluding Dire Dawa), with an estimated value of USD1.79 billion. This represented an increase of around 59% from 2008, with the bulk of financing coming from international donors. Domestic resource mobilisation was found to be very low, as was the contribution of CSOs to the democratisation process. This was attributable to the small number of Ethiopian charities and societies engaging in advocacy, human rights and governance issues due to constrained access to finances and self-censorship. Other poorly addressed thematic areas included the effects of climate change on livelihoods; the impacts of largescale investment projects and social transformation, such as urbanization; access to information; access to justice and the rule of law; property rights of citizens; quality of public services; peacebuilding; population movement (including migration and human trafficking); marginalised communities; heritage management; cultural development and indigenous knowledge systems.

The mapping exercise identified a number of common problems facing CSOs. These included regulatory issues; resource mobilisation; donor accessibility and donor expectations; poor cooperation with government agencies, often due to mutual mistrust; internal capacity problems,

and poor coordination among CSOs. The weak NSA to NSA relationships and networks were partly attributed to the legal constraints embedded in the regulatory system prevailing at that time. Interaction between CSOs and the private sector were also found to be limited.

On the basis of its findings, the mapping study offered a comprehensive set of recommendations for actions to be taken by CSOs, the Government and donors to aid the planning and successful implementation of present and future NSA/CSO capacity-building programmes, and the instigation of strategies to increase their engagement in the development and democratisation processes of the country.

1.4 European Union Civil Society Fund

The European Union's (EU) support to civil society stems from its conviction that a genuinely independent, pluralistic and vibrant civil society is central to a country's development and stability, to ensuring democracy and human rights, building inclusive societies and in achieving the Sustainable Development Goals (SDGs). The EU-supported Civil Society Fund (CSF) started in 2006 and was implemented up to the end of 2018 in two phases. Following the successful implementation and lessons learnt from the two previous interventions, CSF-III started implementation in December 2018.[117]

The overall objective of CSF-III is to increase the contribution of citizens and CSOs in the development and democratization process of the country. The programme aims to help civil society gain a stronger foothold in policymaking and implementation and encourages the government to establish a closer partnership with CSOs and the people. CSF-III intends to strengthen the engagement of CSOs in Ethiopia by going beyond their usual function of service provision and seeks to enhance their intermediary role between state bodies and citizens.

The specific objectives of the programme are:
- Increased voice of CSOs (representing constituencies and citizens) in policy dialogue;
- Enhanced role of CSOs (representing constituencies) in the monitoring of policies;
- Strengthening overall capacity of CSOs.

Whilst grant funding to CSOs constitutes the main delivery mechanism of the programme, non-grant support is also a significant component. In any case, both approaches encompass a strong focus on capacity development.

International Consulting Expertise (ICE) and its consortium members[118] have been commissioned by the EU to establish a Technical Assistance Unit (TAU) to support the implementation of CSF III.

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[117] Phase III of the Civil Society Fund (CSF III) is financed by the European Union under the 11th European Development Fund.
[118] ICE, INTRAC, CIDEAL and FCG

Towards fulfilling their obligations, the TAU for EU CSF III and CSSP2 will use the services of Non-Key Experts (NKEs) and the support of ACSO Experts. These Terms of Reference (TORs) refer specifically to the Senior NKEs (one Team Leader assisted by two team members) required undertake this assignment.

1.5 The Multi-donor Civil Society Support Programme

The Civil Society Support Programme (CSSP) is a multi-donor civil society capacity development instrument, initially launched in September 2011. It was designed to support Ethiopia's civil society and its contribution to the country's national development, poverty reduction and advancement of good governance and democratisation. The first phase of CSSP had a five-year implementation duration (from 2011 to 2016), and a total fund pledge of EUR 40 million, with which it supported more than 150 CSOs directly, and about 400 CSOs indirectly.

The Civil Society Support Programme Phase 2 (CSSP2) is a capacity development programme designed to support the development of Ethiopia's civil society to "contribute to inclusive and accountable governance; and an improved environment for the promotion and protection of the human rights of all Ethiopians". The specific objectives of CSSP2 are:

c.   To support Ethiopia's Civil Society Organizations (CSOs) to help them to contribute to the country's national development, poverty reduction and advancement of good governance in line with the government's policies and strategies.

d.   To build effective relationships that foster collaboration between civil society actors, citizens and the government in order to increase trust and confidence and effectively address common concerns.

e.   To support women, men, youth, girls and boys with a particular focus on the rights of these groups and hard to reach communities and issues that align with the strategic themes of the programme through a rights-based approach to programming in all regions of the country.

The programme has identified three thematic areas (gender transformation, young people and citizen-state engagement) and has taken a human rights-based approach as its key strategic approach. In addition to funding local CSOs, the programme provides technical and capacity development support through various means. CSSP2 also works with relevant government stakeholders to build their capacity and create space and platforms for effective civic engagement and learnings.

CSSP2 is funded by the people of United Kingdom, Ireland, Sweden, and Norway. The programme is managed by the British Council, in consortium with Pact UK and Social Development Direct. The pogramme has established five regional Hubs -at Dessie, Dire Dawa, Assosa, Hawassa and Addis

Ababa-reporting to the secretariat in Addis Ababa so as to provide closer support to CSOs in the field.

1.6 Agency for Civil Society Organizations (ACSO)

The new proclamation established ACSO with the principal objective of ensuring the exercise of the constitutional right to freedom of association while ensuring accountability and maximum public benefit. ACSO's objectives are therefore both supportive and regulatory. Its supportive /enabling objectives include the creation of a conducive environment for the registration and operation of CSOs in Ethiopia; building the capacity of CSOs; nurturing the culture of volunteerism and facilitating a smooth working relationship between CSOs and government entities. The regulatory objectives of the Agency primarily focus on ensuring that CSOs have internal governance systems that ensure transparency, accountability and participation, promoting self-regulation in the CSO community and supervising the work of CSOs to ensure maximum public benefit. The powers and duties of the Agency are outlined under Article 6 of the Proclamation, and include mandates relating to registration of CSOs, monitoring and follow-up, research and documentation, coordination and support, and other administrative activities.

The agency has commenced an institutional reform process to reorient its objectives, attitudes, skills and structure in line with the spirit of the new proclamation. It has taken measures to speed-up the provision of services to civil society in a fair, efficient and accessible manner. The Agency has adopted a new organizational structure, moved to a new office facility, trained its staff through long and short-term courses, rebranded itself and started the digitalization process, all to ensure its mission of enabling CSOs to play a more active role.

OBJECTIVE, PURPOSE & EXPECTED RESULTS OF THE ASSIGNMENT

2.1 Overall objective

The overall objective of this assignment is ultimately to contribute to the enhanced contribution of citizens and CSOs in the development and democratisation process of the country.

2.2 Purpose

The purpose of this assignment is to undertake a comprehensive study to provide updated, multi-dimensional information on CSOs in Ethiopia operating at National and Regional levels (please refer to section 3.2 for more detail).

The outputs will provide ACSO, CSF-III, CSSP2 and other civil society support interventions with a clearer picture of which CSOs, networks, consortia, umbrella and apex organisations) are doing what and where, and their overall capacity and effectiveness in carrying out their operations. The study should also consider, without necessarily quantifying them, more informal entities in the wider civil society working at grass-roots levels and social movements, with a view to enhancing understanding of this group in Ethiopia.

2.3 Expected results

The mapping exercise will:

1. Undertake a Political Economic Analysis of the current operational context for CSOs at national and regional levels to set the context for the study.

2. Provide detailed information on the current status and operations of CSOs in the country.

3. Describe the changes that have taken place in the sector since the previous study in 2014, and, to a lesser extent, since the first study in 2004 and in particular since the reforms that have taken place since April 2018.

4. Identify trends, challenges and opportunities that will influence the future shape of CSOs over the coming years.

5. Recommend in detail the actions required to be taken by all stakeholders (CSOs, donor agencies and Government) to ensure that the sector moves in the right direction to perform an enhanced role in national development and inclusive and accountable governance, for maximum public benefit.

The above-mentioned outputs will help guide all stakeholders with an interest in enhancing the role of CSOs in the development and democratisation processes of Ethiopia. They will inform the ongoing efforts of Government, in particular the Agency for Civil Society Organizations (ACSO), in creating an enabling environment for CSO operations and coalitions and their working relationships with Government. They will also advise development partners on how best to support CSOs' inputs to development and political change, thereby informing the planning and successful implementation of present and future CSO capacity building and civil society support programmes. At the same time, the mapping study's outputs will deepen the understanding of CSOs themselves on their current and potential roles and responsibilities. In addition, the knowledge generated will be of interest to the wider public and help increase awareness and understanding of the roles and work of CSOs in Ethiopia.[119]

SCOPE OF THE WORK
3.1 Overview of Scope
In delivering the objectives and results stipulated above, this assignment will involve the conducting of a comprehensive desk review, inspecting files and records of CSOs at federal and regional level, field work in the regions, organising group events for information collection and validation, and producing a draft and final report summarising the findings and recommendations. It will be delivered by a Team Leader/Expert and two Senior Experts in five stages over a period of three months, in collaboration with ACSO Experts. The Agency will assign at least three officers to work closely with the NKEs (one per expert) throughout all stages of the assignment. ACSO staff will gain practical experience on the job, whilst at the same time assist the NKEs in facilitating the participation of CSOs and Government bodies at both Federal and Regional levels.

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[119] With specific reference to the EU, the study will inform the new country roadmap for engagement with CSOs after 2020 as outlined in the EU communication dated September 2012 and titled 'The roots of democracy and sustainable development: Europe's engagement with civil society in external relations'.

The assignment comprise an Inception Phase, a Desk Phase, a Field Phase, a Synthesis Phase, and a Final Reporting Phase.

3.2 Areas to be investigated and data to be collected

The scope of the work will include the following elements and lines of enquiry:

a. Political Economic Analysis

Building on the ongoing work of CSSP II, an Applied Political Economic Analysis of the current context in which CSOs are operating and CSOs' relationships with both the Ethiopian government and their constituencies should be undertaken at national and regional levels. The scope of the PEA will be agreed with CSSP II and CSF-III during the inception phase.

b. Numbers and types of CSOs:

Such information should be disaggregated by type of CSOs registered at Federal and Regional level; size of organisation in terms of factors such as financial turnover, membership, staff, etc; networks versus individual CSOs; the regions of operation; the geographical reach; the sectors targeted and thematic foci; categories of beneficiaries, etc. Over recent years, designations such as *Ethiopian Charities*, *Societies*, *Residents*, *Foreign*, *Professional*, *Occupational*, *Faith-Based Organisations*, *Community-Based Organisations*, etc, have formed the typology of CSOs. Networks have also been formed through different affiliations such as thematic, geographic, faith, targeted social groups, professions, etc. The consultants should consider the appropriateness of this typology, as some of the categories became redundant as a result of the new Civil Society Proclamation No. 1113/2019. The experts should also ensure that more nuanced (sub) - categorisations are included going forward to ensure the collection of information that will yield insights into inclusivity aspects (in terms of age, sex, disability, or other marginalised groups). It should be noted that information on CSO networks, consortia, umbrella and apex bodies should also be analysed. Similarly, any information gathered on the broader civil society and 'non-traditional' partners such as grass-roots, think tanks or social movements and their areas of engagement should be analysed and presented.

c. Projects and other activities implemented by CSOs:

Such information should be disaggregated by type of CSO; size of organisation; etc; the regions of operation; the sectors targeted and thematic foci; categories of beneficiaries, etc. Information on interventions should include their locations; the sectors or themes covered; the types of action and activities; the amounts and sources of funding, etc. The consultants may improve upon the categorisation used, and where appropriate draw on internationally recognised definitions. However, the results of the study should also enable comparison of findings with the previous

mapping studies. Care must be taken to ensure that any improvements in the categorization should not jeopardise longitudinal analysis back to 2004 in the future. (Please also refer to sections 3.3 and 3.4 below which are of direct relevance to the current point.)

d. The funding landscape:

Such information should be disaggregated by type of individual and network CSO; size of organisation; the regions of operation; the sectors targeted and thematic foci; categories of beneficiaries, etc. Data should be collected on the scale and sources of finance, both national and international, including Government, other CSOs, the private sector, the Diaspora, international development partners (bi-laterals, multi- laterals, vertical funds, etc), and international philanthropic entities. Data should be aggregated to establish the levels of funding per sector, theme and region, and identify whether the support is project related or core funding. The methods deployed for additional resource mobilisation/income generation should also be explored. In addition, the resource mobilisation/income generation efforts of CSOs should be explored.

e. Challenges affecting the operations of CSOs

Such information should explore the challenges and constraints that different types of CSOs face (for example, finances, capacity (logistics, equipment, etc), ability to manage projects and engage in policy dialogue, organisational failings, the operational and regulatory environment, etc) and the factors behind these challenges.[120]

f. Opportunities, Strengths and Limitations of CSOs

Such information should explore the strengths, assets and limitations of different types of CSOs (for example, levels of innovation, expansion of activities, promising practices, working in hard-to-reach areas, sustainability, comparative strengths, weakness etc) and the opportunities conducive to their successful operation. In particular, the mapping exercise should explore how and where CSOs could capitalize on the opening of space associated with the new, more liberal regulatory environment in direct comparison to the highly restrictive previous regime.

g. Collaboration, networking and partnerships within the sector

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[120] It should be noted that detailed capacity assessments of CSOs will be undertaken in a separate study as part of a parallel intervention of CSF III involving the formulation of a CSO Capacity-Development Strategy. The Mapping study should confine itself to identifying strategic needs within the sector. However, the Team should liaise with CSF-III and CSSP II to acquire information on other studies already undertaken or ongoing which may be of relevance.

Such quantitative and qualitative data should capture the information flows, dialogue, cooperation, collaboration, partnerships and coalitions amongst different types of CSOs, including community-based organisations and other local associations; local NGOs operating at regional and national levels; international NGOs; umbrella and apex bodies; networks, consortia, etc.

h. Collaboration and dialogue with Government and other key development partners

This area of research should investigate collaboration and dialogue between CSOs and governmental institutions at different levels (Regional and Federal and relevant agencies of Government), especially in relation to policy and other strategic areas of engagement. The data collected should include the structures that exist at various levels that enable CSOs to participate in development processes and policy dialogue.

In addition, information on the relationships between CSOs and other key development partners should be collected. The latter will include donor agencies (located within and outside Ethiopia), not-for-profit private sector bodies (Chambers of Commerce, employers' organisations, business associations); labour (trade unions); profit-oriented private sector entities (ie. individual economic enterprises / companies, especially in terms of Corporate Social Responsibility / Initiatives); media organisations and research institutes / think tanks.

i. Representation and constituency building

Information should be collected on the extent to which CSOs play the role of interlocutor between the citizenry and the state. For example, how do CSOs ensure the representation of their constituents and beneficiaries in their activities and in determining priorities? How (and to what extent) do they participate in project management and implementation? How (and to what extent) is the inclusion, in particular of women and other marginalised groups ensured?

j. Accountability, Transparency and self-regulation

This area of research should investigate how decisions are made within CSOs to ascertain levels of internal governance and adherence to any agreed Codes of Conduct. To what extent do CSOs self-regulate their activities? How do CSOs ensure public benefit, to what extent do they make known to their beneficiaries, constitutes or localities their activities and financial status?

k. Baselines and Objectively Verifiable Indicators (OVIs)

In carrying out data collection during phase I, and following consultations with CSF III, CSSP II and ACSO, the experts shall ensure that baseline data is collected that will be of relevance to the major CS interventions in the country.

3.3 Detailed areas for analysis

During the fourth phase of the assignment, the experts should rigorously analyse the information collected in relation to each of the areas of inquiry outlined above, and any other areas agreed with the Technical Assistance Unit for CSF III, the management team of CSSP and the leadership of ACSO.

In particular, the following aspects should be fully explored:

a. For each area of investigation, how has the situation changed over the years, based on the findings of the studies undertaken in 2004, 2008, and 2014? How might these changes be explained and what reliable assumptions can be made about trends and future directions?

b. With respect to the regional distribution of CSOs, typologies/sectoral interests, activities, funding, etc, what gaps exist and why? This area of analysis should ensure that the extent to which the 'little addressed' intervention areas identified in the previous study (ie. the democratisation process; advocacy, human rights, governance; the effects of climate change on livelihoods; the impacts of largescale investment projects and social transformation, such as urbanization; access to information; access to justice and the rule of law; property rights of citizens; quality of public services; peace-building; population movement, including migration and human trafficking; marginalised communities; heritage management; cultural development and indigenous knowledge systems, etc) have been taken on board by CSOs. Where necessary explain why traction in these areas remains difficult to attain? Are there any other emerging intervention areas that CSOs should become more involved in?

c. Assess the efficiency, effectiveness, impact and sustainability of CSOs and their networks in undertaking development activities and, more strategically, in participating in the national development and democratisation process in the country and in influencing policy. For example, elaborate on the value addition of CSOs in the different sectors, to innovative approaches, to the pursuit of the SDGs and the objectives of national policy, etc. Examples of best practices (and areas of challenge) should be identified. (Information from the field work should be supplemented through a *meta-evaluation* of evaluation reports on donor-assisted civil society programmes and individual CSO actions.)

d. Assess the extent to which the recommended actions proposed in the previous mapping exercise in relation to CSOs, development partners and Government have been implemented. Where progress has been slow, please explain the factors behind the lack of progress.

3.4 Areas to be covered in the report, conclusions and recommendations

On the basis of the outputs of the previous phases, the experts should prepare a detailed report on their findings and offer their conclusions on the current status of CSOs and their role in the

national development, reform and democratisation processes of the country. These conclusions should reflect on the considerably different context prevailing at the current time and describe the anticipated future direction of the sector over the medium and longer terms. In particular, insights should be offered on the potential for the increased inclusion of CSOs in the development process, highlighting how they can make a meaningful contribution as effective development partners of Government and other stakeholders.

A detailed list of recommendations on the actions required to be taken by all stakeholders (CSOs, donor agencies and Government) to ensure that the sector moves in the right direction to perform an enhanced role in national development, socio-economic reforms and policy dialogue should be provided. This will include the identification of priority thematic and policy areas in which CSOs can demonstrate their added value and comparative advantage ('low lying fruits'). Proposals should also address issues related to the internal coherency of the future strategic direction of the sector as a whole, its governance, and the strengthening of existing and emerging structures and/or creation of a new institutional architecture to facilitate interactions between CSOs, the Government and other development actors.

The above is not exhaustive. The experts should undertake any other tasks necessary for ensuring high-quality deliverables to the client. The precise methodology to undertake the above tasks will be proposed by the Team Leader Expert in consultation with the Technical Assistance Unit for CSF III, CSSP and ACSO.

In implementing this assignment, the two Senior Experts shall work under the guidance of the Team Leader Expert and support the latter in meeting all the requirements.

SPECIFIC DELIVERABLES AND ACTIVITIES
4.1 Specific deliverables
Phase I: Inception
1.1 Inception Report
1.2 Slide presentation to the Reference Group[121] summarising inception findings and work plan.

Phase II: Desk Phase
2.1 Desk Phase Report (including revised work plan for next phases if required)
2.2 Slide presentation to Reference Group summarising findings

Phase III: Field Phase
3.1 Field Phase Report

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[121] A Reference Group will be established to provide guidance to the CSO Mapping team, and to offer insights and reflection on the deliverables at each stage of the assignment. The Group will comprise representatives of key stakeholder institutions, namely CSSP, ACSO, CSO Council and CSF III.

3.2 Slide presentation to Reference Group summarising findings.

Phase IV: Synthesis Phase

4.1 Synthesis Phase Report

4.2 Slide presentation to Reference Group summarising findings.

Phase V: Final Reporting Phase

5.1 Draft Report *Mapping of Civil Society Organisations in Ethiopia (2020)*

5.2 Slides presentation for National Validation Workshop to present findings

5.3 Final Report *Mapping of Civil Society Organisations in Ethiopia (2020)*

5.4 Final contractual report.

4.3 Specific Activities
Phase I: Inception

1.1 Initial document/data collection and definition of methods of analysis

1.2 Background analysis

1.3 Initial meetings and interviews with EUD, CSF III, CSSP, ACSO and CSO Council.

1.4 Presentation of inception findings to Reference Group.

Phase II: Desk Phase

2.1 In-depth document analysis (focused on the lines of enquiry outlined in section 3.2 above)

2.2 Interviews with primary stakeholders

2.3 Collection of information from CSO/ACSO and from national CSO networks

2.4 Identification of information gaps and of hypotheses to be tested in the field phase

2.5 Methodological design of the Field Phase

2.6 Planning of field work in the regions

2.7 Presentation of findings and progress of desk phase to Reference Group.

Phase III: Field Phase

3.1 Meetings at country level with wider stakeholders (key ministries, CSOs and networks, development partners, etc)

3.2 Fieldwork in regions, and possibly in lower administrative areas on a sample basis, including discussions with regional networks, governmental coordination bureaux, individual CSOs, other resource persons, communities, etc,

3.3 Gathering primary evidence through key informant interviews, focus group discussions, site visits, etc.

3.4 Data collection, collation and pre-liminary analysis.

3.5 Presentation of findings and progress of field phase to Reference Group.

Phase IV: Synthesis Phase

4.1 Final analysis of findings (with focus on the lines of enquiry)

4.2 Presentation of findings and progress of synthesis phase to Reference Group.

Phase V: Final Reporting Phase

5.1 Formulation of the overall assessment, conclusions and recommendations

5.2 Preparation of Draft Report *Mapping of Civil Society Organisations in Ethiopia (2021)*

5.3 Preparations for National Validation Workshop, including slides summarising findings, conclusions and recommendations

5.4 Incorporation of feedback and finalisation of mapping report

5.5 Writing of final contractual report.

Note: The Team of NKEs will develop formats for each of the deliverables mentioned above and agree these with the CSF III TAU and management of CSSP II. Each output will feed into the formulation of the final CSO Mapping study Report, the structure of which should also be agreed. The Mapping Exercise report will include a table of existing CSOs, disaggregated by typology, region, sector, source(s) of funding, programme(s), etc., plus regional reports as self-standing annexes.

ASSUMPTIONS AND RISKS

The main assumption is that CSOs are willing to provide the required information and make themselves available for interviews and focus group discussions. The main risks identified for this assignment, include the following:

i. the availability of reliable information, at the level of CSOs and the Agency for Civil Society Organisations (and other central and regional records);

ii. conditions are conducive to undertake the field work in the time available.

MANAGEMENT OF THE ASSIGNMENT
6.1 Responsibility

A Memorandum of Understanding (MoU) between CSF III and CSSP II will outline the modality of the partnership, the roles of the two parties and cost sharing arrangements.

The Team Leaders of CSF III, CSSP II and Deputy Director of ACSO shall be responsible for supervising this assignment, including quality control on the deliverables outlined in section 4 above, and the operational coordination of the work of the NKE team.

The CSSP II Regional Hubs and ACSO will facilitate the fieldwork activities of the research team in accessing secondary data and information. This will include introductions to key regional and local informants, and support to group events for information collection and reflection on findings.

The Reference Group with members from the European Union Delegation to Ethiopia, CSF III TAU (coordinator), CSSP II Management, ACSO leadership and CSO Council will provide guidance to the CSO Mapping team and offer insights and reflection on the deliverables at each stage of the

assignment. ACSO will also facilitate access to information from relevant Regional bureaux through the already established ACSO-Federal and Regional Institutions Joint Assembly, while CSSP Regional hubs, CSO thematic, regional, social groups, networks and consortia will assist in gathering information from individual CSOs. Furthermore, ACSO will provide an introduction letter for the team in order to facilitate their work at regional and federal levels.

6.2 Logistics and Timeframe
6.2.1 Location
The operational base for the CSO Mapping Experts will be the TAU's office in Addis Ababa. Any travel required outside the operational base to undertake any of the tasks foreseen will be facilitated by the TAU for CSF III and CSSP II. In the field, ACSO Experts, the Regional Hubs of CSSP and regional networks of CSOs will facilitate access to information and the organisation of group events for information collection and validation.

The number of days the NKEs may undertake from home-office or base outside the TAU's office at the commencement and towards the finalization of the assignment can be discussed with the TAU for CSF III and CSSP2.

6.2.2 Start date & period of implementation
The mapping exercise is expected to start in March 2021 and be finalised before the end of May 2021. The number of Expert Days required for this assignment per phase are as follows:

NKE Position	Inception	Desk	Field	Synthesis	Reporting	Total
Team Leader CSO Mapping Expert	9	12	20	15	10	**66**
Senior CSO Mapping Expert 1	5	9	20	12	5	**51**
Senior CSO Mapping Expert 2	5	9	20	12	5	**51**
TOTAL NKE DAYS						**168**

The Team Leader shall provide a detailed timeframe as part of the Inception Report.

6.2.3 Provision of Equipment and Transport
Office accommodation with basic furniture as well as access to telephone, Internet, copying and printing facilities at the CSF III TAU's office in Addis Ababa will be provided. Similar facilities will also be provided in CSSP Regional Hubs: Dessie for North Ethiopia, Dire Dawa for East Ethiopia, Assosa for West Ethiopia, Hawassa for South Ethiopia and Addis Ababa for Central Ethiopia. The Experts will be responsible for providing a laptop and mobile phone for use over the duration of the assignment. Transportation to the office in Addis Ababa is also the responsibility of the Experts. Transport for field missions in terms of vehicles and airfares where necessary will be provided through CSF III and CSSP II. (Note also that the costs of arranging workshops, etc, will be met by CSF III and CSSPII in accordance with their MoU.)

6.2.4 Expected Incidental Costs

Item	No	Unit Cost (EUR)	Total Cost (EUR)
Vehicle Hire (if can't be accommodated by supporting partners)			
Local Airfares (NKEs & ACSO)	20	120	2,400
Per Diem NKEs	45	100	4,500
Per Diem ACSO Experts (3 Experts)	18	14	252
ACSO Accommodation costs (reimbursable)	45	60	2,700
Focus Group Discussions (15 FGDs x average 10 reps)	150	10	1,500
Regional de-briefing workshops (11 x ave 25 reps)	275	10	2,750
National Validation Workshop	150	20	3,000
Travel costs for some participants in Regions (20 flights & 60 pd)	30	115	3,450
Report Reproduction Costs	1,000	8	8,000
Contingency			1,448
GRAND TOTAL			**30,000**

REQUIREMENTS
7.1 Team Leader/CSO Mapping Expert
Minimum required qualifications, experience and skills:

- At least a master's degree or equivalent in social studies, economics, law, development studies or related fields
- At least eight years of relevant professional experience in developing countries, with at least 4 assignments in sub-Saharan Africa
- Demonstratable experience in leading (at least 2) complex studies, including research design and familiarity with a broad range of quantitative and qualitative data collection and analysis methods
- Experience of working on mapping and survey exercises relating to the categorisation of different CSOs and their operations
- Experience in conducting political economy and power analysis
- Involvement in at least two similar studies or evaluations on the status of CSOs (during the last four years)
- Experience in acting as team leader and managing a team
- Excellent communication, interpersonal, facilitation and presentation skills
- Fluency in written and spoken English.

Preferred qualifications and skills:

13. Experience of working in Ethiopia or other East African countries on similar assignments
14. Understanding of gender equality issues
15. Knowledge of the CSO landscape and context in Ethiopia
16. Working knowledge of Amharic and other languages in Ethiopia.

7.2 Senior CSO Mapping Experts (x 2)
Minimum required qualifications and skills:
- At least a University degree in social studies, economics, law, development studies or related fields
- At least 5 years of similar experience working on the development and roles of CSOs in Ethiopia
- In-depth knowledge of the past and current Ethiopian CSO landscape and the overall national socio-economic, political, legal, cultural and institutional contexts
- Excellent communication, interpersonal, facilitation and presentation skills
- Fluency in written and spoken English and Amharic
- Demonstrable experience in primary and secondary data collection, semi-structured interviews, focus-group discussions, analysis and report writing
- Experience in statistical analysis.

Preferred qualifications and skills:
- Experience of working on studies related to the development and roles of CSOs in sub-Saharan Africa
- Experience with field missions
- Work experience with civil society support programmes
- Working knowledge of other languages in Ethiopia.

REPORTS
8.1 Reporting requirements
The Experts, led by the Team Leader, will submit the following reports in English in one original and one electronic copy:

1. **An inception report** (maximum 5 pages excluding annexes) within 5 working days of commencement of services, outlining the proposed methodology and draft work plan proposed (showing schedule of activities and milestone dates) to satisfy the TORs. Following a review and approval of the Inception Report by the CSF III, CSSP and ACSO and quality clearance by ICE HQ within 3 working days of submission, the report will be considered final.

2. **A desk phase report** at the end of phase II (maximum 10 pages <u>excluding</u> annexes reproducing the deliverables of this phase), summarizing activities carried out, problems encountered, and solutions found, lessons learned, and a work plan for the next phase's activities. An overview of the deliverables associated with this report shall be presented to CSF III, CSSP II and ACSO.

3. **A field phase report** at the end of phase III (maximum 10 pages <u>excluding</u> annexes reproducing the deliverables of this phase), summarizing activities carried out, problems encountered, and

solutions found, lessons learned, and a work plan for the next phase's activities. An overview of the deliverables associated with this report shall be presented to CSF III, CSSP II and ACSO.

4. **A synthesis phase report** at the end of phase IV (maximum 10 pages <u>excluding</u> annexes reproducing the deliverables of this phase), summarizing activities carried out, problems encountered, and solutions found, and any lessons learned. An overview of the deliverables associated with this report shall be presented to CSF III, CSSP II and ACSO.

5. **A final progress report** (maximum 20 pages <u>excluding</u> annexes) at the end of the assignment describing the tasks planned and completed, the outputs produced, including any problems encountered, solutions found and recommendations and guidelines on how to manage similar assignments in the future. All finalised deliverables required under these ToR shall be attached to the final report as annexes. The key deliverable, ***Mapping of Civil Society Organisations in Ethiopia***, shall be presented to a National Validation Workshop attended by the reference group members, key stakeholders from civil society, the development partner community, and Federal and Regional Government. The Team Leader shall produce the finalised Mapping Report and Final Report within one week after the workshop.

6. Final Report: Mapping of Civil Society Organisations in Ethiopia (2021)
   The final report format shall be agreed during the Inception Phase. Drawing on the elements and lines of enquiry and detailed areas of analysis listed in sections 3.2 and 3.3 of these ToR respectively, the report shall as a minimum reflect the areas, conclusions and recommendations called for in section 3.4. As well as providing a national perspective, dedicated chapters should be provided for each of the ten Regional States and two City Administrations.

Throughout the assignment, the NKEs will submit draft deliverables to CSF III, CSSP II and ACSO in accordance with the timeframe agreed in the inception report, or as amended in writing.

8.2 Submission and approval of reports and deliverables
All reports mentioned above and required deliverables must be submitted electronically via email to the Programme Manager [Email: andrew.neill@csf3.org] who shall be responsible for seeking CSSP II, ACSO and other stakeholders' (as deemed necessary) approvals.

MONITORING AND EVALUATION
The key performance indicators for this contract shall be the quality and timely submission of the required reports and deliverables in adherence to the agreed timeframe. The indicators of performance include:
- Completion of the deliverables listed under Section 4 to the satisfaction of the TORs with respect to the quality and timeframe.

- Ability and speed of response to the comments, recommendations and needs of CSF III, CSSP II and ACSO within the framework of this assignment.
- Reading of, and response to, the existing and emerging context in delivering the assignment.

Annex I: Operational Definitions

Non-State Actors (including Civil Society Organisations) -   Entities that comprise economic and social partners, including non-governmental organisations, trade union organisations, cooperatives and civil society entities outside the government structure. For the purpose of this study the definition does not refer to the private sector and media actors.

Civil Society Organisations (CSOs) - Civil society organizations (CSOs) are independent actors, organized on a not-for-profit and voluntary basis, and active in different fields, such as poverty reduction, emergency aid, human rights, environment etc.

Contrary to local authorities (LAs), CSOs are completely independent from the State[122].

Faith based organisations - Entities clearly connected organisationally, and in terms of religious belief and tradition with an 'organised' faith community, with a mission statement with explicit reference to religious values and with financial support from religious sources.[123] The mapping study will give more attention to Faith-based development organisations that implement programmes to benefit the weak and vulnerable segments of society. The Proclamation 1113/2019 also emphasized the separation of religious institutions from charitable organizations established by the religious institutions to advance charitable purposes with the latter falling under the scope of the proclamation.

Community-based organisations – A subset of civil society that operate within a single local community. They are often run on a voluntary basis, self-funded and varied in terms of size and organisational structure. Some are formally incorporated, with a written constitution and a board of directors, while others are much smaller and are more informal.[124]

Cooperatives - Autonomous associations of persons united voluntarily to meet their common economic, social, and cultural needs and aspirations through a jointly owned and democratically-controlled enterprise. They are based on the values of self-help, self-responsibility, democracy, equality, equity and solidarity, as well as ethical values of honesty, openness, social responsibility and caring for others.[125]

Definitions used in Civil Society Proclamation 1113/2019

Civil Society Organization (CSO) - A non-governmental, non-partisan entity established by two or more persons on voluntary basis and registered to carry out any lawful purpose, and includes non-government organizations, professional associations and consortiums.

Local Organization – A civil society organization formed under the laws of Ethiopia by Ethiopians, foreigners resident in Ethiopia or both.

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[122]https://ec.europa.eu/international-partnerships/our-partners/civil-society_en
[123] http://www.eui.eu/Projects/ReligioWest/Documents/events/workingpaper/RSCAS201309Haynes.pdf
[124] http://en.wikipedia.org/wiki/Community_organization
[125] https://www.un.org/en/events/coopsyear/about.shtml

Foreign organization - A non-governmental organization formed under the laws of foreign countries and registered to operate in Ethiopia.

Professional association - An organization formed on the basis of a profession, and its objectives may include protecting the rights and interests of its members; promoting professional conduct, building the capacities of members or mobilize professional contributions of its membership to the community and the country.

Consortium - A grouping formed by two or more civil society organizations and includes consortia of consortiums.

Annex II: Literature to be Reviewed (non-exhaustive)

Note: During the desk review phase and subsequent stages of report writing the team is expected to fully access and utilise information and knowledge available with different stakeholders in Addis Ababa, such as the CSA, the Federal Ministries and other GoE offices, major CSO donors, and donor programmes, as well as networks or consortia of CSOs and other resource organisations. In terms of the documents to be reviewed, the research will include analysis of existing key documents, including, but not limited to the following:

- 2004 CSO Mapping Exercise
- 2008 CSO Mapping Update Study
- 2014 CSO Mapping Update Study
- Recent and various reports of the "Donor Assistance Group" – DAG and that of Tracking Trends in Ethiopian Civil Society (TECS)
- Other sector related studies
- EU documents including those related to the CSF I, II and III, and other non-CSF EU support programmes for CSOs
- Ethiopia-EU Country Roadmap for engagement with Civil Society 2014 – 2017 and Update 2018-2020Review and programme documents of CSSP, PBS/ESAP II, SIDA CS support and other donor programme documents, insofar as they are available to the consultants. The study must provide an overview of all relevant donor funded programmes in the sector
- Periodic reports and studies of CSO consortia at national and regional levels related to operations and practices of CSOs, including reports of the then Enabling Environment Taskforce and CCRDA
- Government documents including, but not limited to, the GTP and MDG progress reports, the post 2015 plan documents and the Home-Grown Economic Reform Agenda
- Documentation of the CSA, including database of registered C&S, periodic and annual reports, operational manuals and guidelines, and Registry databases and periodic reports of CSO coordination departments or offices of regional governments.