Indira Gandhi National Open University School of Social Sciences

Role of Civil Society Organizations in Development: Issues and Challenges of CSOs in Dire Dawa Administration

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Role of Civil Society Organizations in Development: Issues and Challenges of CSOs in Dire Dawa Administration

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(MPA)

By

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Certificate

This is to certify that Mr. Zecharias Tadesse Haile, Student of MPA from Indira Ghandi National Open University (IGNOU), New Delhi was working under my supervision and guidance for his project work for the course MPAP-002. His project work, Entitled "Role of Civil Society Organizations in Development: Issues and Challenges of CSOs in Dire Dawa Administration" which he is submitting is genuine and original work.

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Date: November 2014

Declaration

I hereby declare that the dissertation Entitled "Role of Civil Society Organizations in Development: Issues and Challenges of CSOs in Dire Dawa Administration" Submitted by me for the partial fulfillment of MPA to Indira Ghandi National Open University (IGNOU), New Delhi, is my own original work and has not been submitted earlier, either to IGNOU or to any other institution for fulfillment of the requirement of other program study.

I also declare that no chapter of this manuscript in whole or in part is lifted and incorporated in this report from any earlier work done by me or other.

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ACRONYMS

BOLSA   Bureau of Labor and Social Affairs

CBOs   Community Based organizations

CCRDA   Consortium of Christian Relief and Development Association

CS   Civil Society

CSOs   Civil Society Organizations

DD BOFED   Dire Dawa Bureau of Finance and Economic Development

EU   European Union

GOs   Governmental Organizations

LNGO   Local Non Governmental Organization

LNGOs   Local Non- Governmental Organizations

NGOs   Non Government Organizations

OVC   Orphan and venerable children

UN   United Nations

WB   World Bank

CHAPTER–ONE: INTRODUCTION

1.1. Background of the Study

The concept of 'civil society' remains a subject of considerable debate among scholars and practitioners. The use of the term in many instances depends on place and time, country and the existing legal framework for registering civil society organizations. Though the ambiguity in the use of the term, in most academic literatures reference is often made to two competing notions of civil society; that is civil society viewed either encompassing an arena of actors striving to establish a distinct sphere of joint efforts and promoting the liberty of citizens in a democratic state, or civil society battling and contesting state authority and hegemony (The Role of Civil Society, 2010).

Historically, Civil Society Organizations (CSOs) in general and Non Governmental Organizations (NGOs) in particular appeared in the mid nineteenth century, with the creation of the United Nations (UN). Since then the need for a consultative role of organizations that were neither governmental nor member state was recognized and CSOs become increasingly more important to global development. Consequently, they have began to hold important role in assessing and addressing problems in both national and international issues, such as human, political and women's rights, economic development, health care, and the environment (Ibid).

Meanwhile, the emergence and development of CSOs can best be understood within the changing global trend towards entrenching decentralized governance systems. Governance, a central tenet of local development theories, has a positive sum game and that the multiple actors involved are interested and able to work together to generate synergies and commit resources through partnership. In this regard, since the late 1980s, decentralized form of governance starts to gain currency as a strategy for political and economic development. With changes in development theories and policy prescriptions, there has been a significant shift from mechanistic and top-down models towards more dynamic, bottom-up and participatory approaches through different reform measures including decentralization .In this shift, CSOs became major players and emerged as forefront actors in governance (Kumera, 2006).

Furthermore, this rethinking and emphasis on decentralized development was reinforced by the shift in the understanding of development process. That is, when people and human

dimensions start to be defined as the core of development, then the fulfillment of human development requires concerted efforts of the State together with Citizens and their Organization. Along the above mentioned trajectory, there has been a redirection towards a more rights based approach to development; thus more prominence has been given to civil society's role in raising, advancing and claiming the entitlements of different social groups. This gave CSOs a vital role as participants, watchdogs of policy and collaborators in national development (WHO, 2001).

As in other countries, civil society actors are visible on the overall institutional landscape of Ethiopian society. Particularly, compare to the formal CSOs, traditional institutions like 'Idier, Ekub, Afocha...etc have strong presence and dates back in the history of the society. Though their presence, compared with many other African countries, the Ethiopian CSO/NGO community is not that developed in terms of diversity, size and capacity. This slow growth can reflect two important aspects in the evolution of the voluntary sector in Ethiopia: one was that until recently the sector consisted of a small number of organizations, and the second is that they have operated under difficult circumstances (Dessalegn, Akaleweld and Yoseph, 2010).

In Ethiopia, across the different regimes there were different institutional mechanisms and legal frameworks which regulate CSOs operation; each implying the ideological orientation, the governance system and democratization level of the period. Amidst such evolution, since 2009 the new legal regime, Civil Society Proclamation No. 621 of 2009, marked a significant departure from the decades - old laws that were used to regulate the sector. This law names Ethiopian CSOs as Charities and Societies and classifies them into Ethiopian, Ethiopian residents' and foreign charities and societies; based on their source of income, composition of members and place of registration (Kumelachew and Debebe, 2012).

Therefore, this study was conducted against the above background and in recognition of the issues and challenges pertaining to role of CSOs in development, with particular reference to CSOs/NGOs operating in the present Dire Dawa Administration.

1.2. Statement of the Problem

Worldwide CSOs were being observed to take part in alleviating poverty, mobilizing grassroots social capital and contributing to development and good governance. In this regard understanding the meaning, concept, formation and sectoral role of civil societies, would help to appreciate their wider and ever growing role.

More so, the significance of CSOs as actors in social, economic and cultural development suggests the need for continued multi-stakeholder attention to civil society issues, as a precondition towards the overall progress of aid and development effectiveness. In this regard, several literatures emphasize; CSOs, donor and developing country government's gap in having a comprehensive picture of aid and development activities that led to duplication of efforts. On top of this, information sharing and coordination among CSOs and between CSOs and other actors remain a challenge. Therefore, it has become evident that greater clarity and deeper understanding of the principles and conditions of development to be essential for the operators (Task Team on CSO, 2011).

Moreover, CSO's worldwide and particularly in Ethiopia, were being observed to focus on charitable work and the provision of services, having short term impact. Among other reasons, such is attributed to country specific values historically developed with the growth of the sector, lack of cultural shift towards a more civilized society and limited enabling environment. In this regard, Kaplan (2004) argued that in Ethiopia, the rise of the NGO sector starts from relief interventions, sometimes from personal need and also out of the need of donor NGOs.

Though the current numerical strength of CSOs in Ethiopia, it's argued that they are weak and fragmented, having marginal role to influence the governance system and to contribute to the development of the country. Meaning, the assumed role of CSOs as complementary to government efforts; through drawing attention to new development challenges and launching initiatives that inform government policies were observed to be minimal. Even the few encouraging efforts by some CSOs were not systematically captured and documented for the public (Helmsing, 2005).

Moreover, CSOs operation has been influenced by capacity limitation, as well as pressure from the external environment. Thus, lack of enabling environment, limited financial support and knowhow on the conditions of aid and development were among the main challenges of CSOs in discharging their developmental role. Hence, broader understanding of the principles of formation and role of CSOs as well as the conditions for effectiveness should be the primary concern of CSOs, the government and all other collaborating stakeholders (CCRDA, 2012).

Accordingly, role of CSOs in Dire Dawa Administration was found to exhibit similar but contextually differencing issues and challenges. Obviously there is a discrepancy between the expectations and the actual contribution of CSOs in the local development of Dire Dawa administration. Capacity limitation being the main issue, synergetic and complementary relationship is not the distinguishing feature of CSOs in Dire Dawa. Coupled with these, the governance system was found to be, among others, less supportive, exclusionary and reluctant to ensure partnership and participation of non-state actors.

So far, very little is known about the context-specific and underlying problems, causes and solutions for improved role of CSOs in Dire Dawa administration. Thus, this study argued that unless the issues and problems pertaining to CSOs were carefully examined, mapped-out and brought to the attention of concerned parties, it would be difficult to imagine improved and meaningful contribution of CSOs in the development and governance of Dire Dawa administration.

Hence, this study analyzed the issues and challenges on the role of CSOs, with particular reference to the prevailing scenario in Dire Dawa administration of Ethiopia. Towards the same end contextual issues and challenges internal and external to CSOs were thoroughly dealt with. Beside, this research analyzed the level of information sharing and coordination between the local government and CSOs and among CSOs themselves. Further by way of recommendation the study points out the critical issues that need to be addressed by the main stakeholders, towards improving role of CSOs in the area.

1.3. Objectives of the Study

The general objective of the study is to examine issues and challenges of Ethiopian Resident Charities/CSOs operational in Dire Dawa Administration, focusing on their role in development. Hence, the specific objectives are:

- To examine CSOs operators knowledge and awareness, on the rationale of formation, concept and role in developmental;
- To assess major CSOs capacity related issues, existing networking efforts and impacts on their role;
- To reflect Government and Community perception on the current role of CSOs in Dire Dawa Administration;
- To explore/analyze limitations and existing opportunities for CSOs in Dire Dawa;
- To suggest plausible recommendation on specific actions required from CSOs, government and the community.

1.4. Research Questions

- Do CSOs in Dire Dawa Administration have the knowledge and awareness on their principal role and conditions of development aid?
- Do CSOs in Dire Dawa have the capacity and collaboration that impact broader developmental agendas?
- How does the local government and community view role and contribution of CSOs towards local development?
- What are the current challenges and opportunities for CSOs in Dire Dawa?

1.5. Significance of the Study

The significance of the study is such that it contributes to fill the knowledge gap in relation to role of CSOs in development, through identifying existing gaps and best practices in the area. It also helps to draw the attention of CSOs, the local government and other stakeholders towards improved collaboration and partnership. Moreover, lessons can be drawn from the study findings that could potentially be replicated to enhance the role of CSOs in other regions of Ethiopia.

Thus, the study could provide an opportunity for development stakeholders to identify and prioritize areas they can possibly concentrate in response to gaps identified in the study. Henceforth, this study stimulates broader interest to strengthen the overall competence and sustainability of CSOs developmental interventions. Finally, the study could also serve as an input for further research work in the subject area.

1.6. Scope of the Study

Geographically, the scope of the study area is confined to Dire Dawa Administration and focused on Ethiopian Resident Charities (commonly known as local LNGOs) operating in Dire Dawa Administration, as unit of the research. Thus, this study focuses on CSOs specifically identified as "Ethiopian Resident Charities" according to Proclamation NO. 621/2009.

Accordingly, the study prioritized and focused in scope only to assess role of indigenous CSOs/LNGOs. The fact that substantial number of CSOs in Ethiopia and particularly in Dire Dawa Administration falls under this category, made this Ethiopian Resident Charities the focus of this study. By contrast, in the study area the number of "Ethiopian Charities" who are mandated to work on human right and advocacy as well as International CSOs /"Foreign Charities" is very insignificant, hence excluded from the scope.

For simplicity reason throughout the content the term CSO and NGO are used interchangeably and denote Ethiopian Resident Charities. According to proclamation, no. 621/2009, "Ethiopian Residents Charities" or "Ethiopian Residents Societies" shall mean those Charities or Societies that are formed under the laws of Ethiopia and which consist of members who reside in Ethiopia and who receive more than 10% of their funds from foreign sources.

1.7. Limitations of the Study

In its content, this research is focused on the broader developmental role of CSOs. Though this, broadness and complexity of the concept 'development' somehow constrained and directed the research to focus only on few issues deemed beneficial in line with the objective of the study. Likewise, variation of terminologies and definitions of CSOs across the reviewed literatures was seen as limiting factor. Moreover, sampled CSOs huge difference in

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capacity and level of engagement impacted characterization and generalizations. However, even if the study may be limited by the above factors, the findings and results are expected to be used as entry point to initiate further studies on the role CSOs in development.

CHAPTER-TWO: LITERATURE REVIEW

This chapter presents a summary of relevant theoretical and empirical literatures on CSOs. The selected readings represent a small sample from a broad range of literature in relation to role of CSOs/NGOs as well as empirical research works, particularly on issues and challenges of CSOs in Ethiopia. It is worthwhile mentioning that the literatures have been selected primarily for their relevance, accessibility and clarity.

2.1. Emergence, Meaning, Rationale and concept

2.1.1. Growth and Evolution of CSO/NGOs

The historical growth of civil society has outlined the functions of civil society institutions in terms of its association with the state and private enterprises. The modern meaning of civil society has to locate itself broadly within the relationship among the State, market and civil society in the governance and development contexts against the backdrop of globalization (Baker, 2002).

Historically , the term 'civil society' goes back to Aristotle's phrase *koinōnía politikḗ*, occurring in his Politics where it refers to a 'community', commensurate with the Greek city-state (*polis*) characterized by a shared set of norms and ethos, in which free citizens on an equal footing lived under the rule of law. Following this, with the rise of a distinction between monarchical autonomy and public law, the term gained currency to denote the corporate estates (*Ständestaat*) of feudal elite of land-holders as opposed to the powers exercised by the prince (The Role of Civil Society, 2010).

Right from the times of scholars like Aristotle and Cicero, until the appearance of John Locke and others on the political scene in the 17th century, the term civil society was used interchangeably with the political society and the state. The self – conscience and self confident bourgeois class was known as civil society. To these classical philosophers, as has been pointed out, "To be a member of civil society was to be a citizen-a member of the State" (Baker, 2002).

The philosophers of the Scottish Enlightment first articulated the idea of civil society. These philosophers were able to bring out the universality of civil society as a solution to the

particularity of the market sphere that was increasingly responsible for redefining the then estates system of feudal society (Ibid).

Further tracing NGOs trajectory one can learn that term appeared into popular use with the establishment of the United Nations (UN) in 1945 with provisions in Article 71 of Chapter 10 of the United Nations Charter, which has provided a consultative role for organizations which are neither governments nor member states. By the time, specifically the UN made it possible for certain approved specialized international non-state agencies - or non-governmental organizations - to be awarded observer status, at its assemblies and some of its meetings. Later the term became used more widely. Today, according to the UN, any kind of private organization that is independent from government control can be termed an "NGO", provided it is not-for-profit, non-criminal and not simply an opposition political party. Resource wise, major sources of NGO funding are membership dues, the sale of goods and services, grants from international institutions or national governments, and private donations (Non-Governmental, 2013).

Meanwhile, the emergence and development of CSOs can best be understood within the changing global trend towards entrenching decentralized governance systems. Governance, a central tenet of local development theories, has a positive sum game and that the multiple actors involved are interested and able to work together to generate synergies and commit resources through partnership. In this regard, since the late 1980s, decentralized form of governance starts to gain currency as a strategy for political and economic development. With changes in development theories and policy prescriptions, there has been a significant shift from mechanistic and top-down models towards more dynamic, bottom-up and participatory approaches through different reform measures including decentralization .In this shift, CSOs became major players and emerged as forefront actors in governance (Kumera, 2007).

Furthermore, this rethinking and emphasis on decentralized development was reinforced by the shift in the understanding of development process. That is, when people and human dimensions start to be defined as the core of development, then the fulfillment of human development requires concerted efforts of the State together with Citizens and their Organization. Along the above mentioned trajectory, there has been a redirection towards a more rights based approach to development; thus more prominence has been given to civil society's role in raising, advancing and claiming the entitlements of different social groups.

This gave CSOs a vital role as participants, watchdogs of policy and collaborators in national development (WHO, 2001).

Therefore, the contemporary meaning of civil society, as an integral part of society, and a kind of sphere outside and distinct from the political or market sphere, is slowly emerging in the globalization backdrop. Thus meaning of CSOs can be best understood in the light of the relationship of civil society with the state as well as the market, whereby both determine the complexion of civil society. In this regard, some of the meanings are dealt with here under (Neera, 2004).

2.1.2. Meaning of CSO/NGOs

Across the globe, the civil society sector is quite varied in its nature and composition, for this reason the definition of civil society (CS) vary considerably based on different considerations including historic origins and country context. In this regard reviewing the different and sometimes contending accounts on the term would have paramount importance to grasp the concept (The Role of Civil Society, 2010).

In some instances, CS is considered to include the family and the private sphere, and referred to as the "third sector" of society, distinct from government. In other cases, it is defined as; the aggregate of non-governmental organizations and institutions that manifest interests and will of citizens or individuals and organizations in a society which are independent of the government. The term is also rarely used in the more general sense of "the elements that makes up a democratic society, such as freedom of speech, an independent judiciary, etc, " (Ibid).

According to World Bank report (20006) CSO refer to " the wide array of non-governmental and not-for-profit organizations that have a presence in public life, expressing the interests and values of their members or others, based on ethical, cultural, political, scientific, religious or philanthropic considerations." Thus as per this definition CSOs, therefore refer to a wide array of organizations: community groups, NGOs, labor unions, indigenous groups, charitable organizations, faith-based organizations, professional associations and foundations.

Likewise, the European Union (2005) considers, CSOs to include all non-state, not for profit structures, non-partisan and non-violent, through which people organize to pursue shared

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objectives and ideals, whether political, cultural, social or economic. Hence, this EU definition stress CSOs role to articulate either their members or non members broader societal agendas. Though the above differences in defining CSOs, seemingly all agree on the fact that their activities whether by groups, individuals and associations are driven to benefit citizens.

Broadly speaking the two terms, NGOs and CSOs are used inter changeably in various literatures. Being subset of CSOs**,** the term non-governmental organization (NGO) normally refers to organizations that are neither part of a government nor conventional for-profit businesses. Formation wise, NGOs are usually set up by ordinary citizens and among others funded by governments, foundations or businesses (Non-Governmental, 2013).

Seemingly confusing, apart from "NGO", there are many alternative or overlapping terms in use, including: third sector organization , non-profit organization , voluntary organization , civil society organization, grassroots organization , social movement organization, private voluntary organization , self-help organization and non-state actors. These terminologies add to the complexity of grasping a clear cut meaning of the term (Ibid).

Following their rapid growth , these form of institutions were observed to include hospitals ,social clubs, professional associations, labor union, grassroots development organizations, clinics, religious groups, community organizations, issue and identity-based associations, burial associations, rotating credit associations, foundations, emergency relief organizations, hospices and orphanages. This list could go on and on (Salole, 2008).

2.1.3 CSO as a concept and sector

Important consideration while studying CSOs, apart from the definition, is the growth of the concept and the sectoral role it is expected to play.

The concept Civil Society is considered as one state or condition of a society that embraces the whole of society and refers to a society where plurality and diversity is the norm, where truth, justice, democracy and the rule of law are dominant practices, where citizens are aware of their human rights and are encouraged to exercise them, where discussion and dissension are regarded as advantageous, where fear and hopelessness and despair are replaced by mutuality and trust and hope, fostering vibrant activity towards an improved future. Thus,

according to this concept civil society is subsumed to denote a civilized and democratic society (Hyden and Bratton, 1992).

These civil society actors or the institutions of civil society could be considered as a country's 'social capital', which refers to the capacity of the States or societies to establish a sense of community that leads a significant proportion of the States or societies to establish a sense of community that leads a significant proportion of the society in voicing their concern, seeking active involvement in the affairs of the community, and also sharing the benefits of community action (Baker, 2002).

Conversely, some scholars don't agree on viewing civil society as institution, but rather a process. In this regard, Neera (2004) stressed on the notion that; civil society is a process whereby the inhabitants of the sphere constantly monitor both the state and the monopoly of power in civil society. Thus civil society constantly reinvents itself, constantly discovers new projects, discuses new enemies, and makes new friends, and this is essential pre-condition for democracy.

It has been argued that the site at which society enters into a relationship with the State can be defined as civil society. It is accordingly conceptualized as a space or public sphere where people can pursue self-defined ends in an associational area of common concerns. It is also a space, which nurtures and sustains its inhabitants through discussion rather than controls them and their relationships. The other implication is that it is desirable that this discussion is public in the sense of being accessible to all. The third implication is that a space should exist outside officially prescribed channels of communication provided by the state (Ibid).

Civil society as a sector, i.e. sectoral approach, is regarded as that component of society which exists alongside the government and commercial sector. Hence, in this sense, civil society takes its place as the third component of society, sometimes referred as " the third sector". Apart from its role in development, policy and good governance the sector has also become important contributor in the delivery of social services as a complement to government action, especially in regions where government presence is weak such as post-conflict situations (Kaplan, 2004).

Rationale wise, NGOs exist for a variety of reasons, usually to further the political or social goals of their members or founders. Examples include; improving the state of the natural environment, encouraging the observance of human rights, improving the welfare of the disadvantaged, or representing a corporate agenda. Moreover, NGOs were intended to fill a gap in government services. Being this is the case, in recent decades NGOs are slowly gaining a position in decision making and this is reinforced by most donors' requirement from the sector to demonstrate a relationship with governments, in the interest of sustainability (Non-Governmental, 2013).

Volunteering is often considered a defining characteristic of the organizations that constitute civil society. Another characteristic these diverse organizations share is their non-profit status which gave them the advantage of not being hindered by short-term financial objectives. Thus, able to devote themselves to issues which occur across longer time horizons, such as climate change, malaria prevention or a global ban on landmines. Besides, public surveys reveal that NGOs often enjoy a high degree of public trust, hence positioned as a useful proxy for the concerns of society and stakeholders (The Role of Civil Society, 2010).

Additional characteristics of CSOs could be inferred from European civil society's composition, which among others include; a belief in, and the practice of democratic forms of government, an adherence to the rule of law, respect for human rights, including those of free communication and free exchange of ideas and the separation of powers. Accordingly, in one could see civil society as occupying and mediating the space that is not occupied by the state and economic society (Salole, 2008).

2.1.4. Globalization and CSOs

Over the last decade or so, there has been a profound increase in the number of civic organizations, with concomitant increase in their capacity, scope of influence, public profile and audiences. This proliferation of civic networks has been facilitated by the same factors that enhanced globalization, including technological advancements and socio-cultural, economic and political integration. Alongside this, the traditional role of the state as a protector and promoter of the interests of the disadvantaged has also come under the impact of globalization forces (Naidoo, 2008).

Globalization has drawn people in the world into closer proximity with one another; it has intensified contact between them, lowered barriers to the movement of goods, ideas, technology and cultural products and accelerated the pace at which information is shared. At the same time, this movement towards economic, political and cultural integration weakens the ability of national governments to take decisions that will be in the national interest. Local control over decision- making is rapidly shifting upwards to structures and processes that are not accountable to ordinary citizens (Ibid).

Along this globalization trajectory, the international bodies have brought to light the much sidelined issues of human rights, gender, sustainable development, that touch a chord with the disadvantaged, poor and weaker sections. Parallel to this growth, CSOs were sponsored as a vehicle to implement and monitor such issues. Moreover, Globalization has enhanced the role of CSOs, calling for building a robust partnership between the state and civil society (Ibid).

Thus in the contemporary context, CSOs have a specific relevance, where market forces are trying to hijack the traditional State- owned areas. Specifically, the growing emphasis on State minimalism has created a space, which needs to be filled by the civic institutions that could function with welfare, social justice, economic equity and humane development as their goal (Baker, 2002).

The present globalization discourse has also tended to reinforce the role of civil society in the management of many socio-economic areas that hitherto belonged to the State. The State is now being projected as a facilitator and coordinator of the private and non-government sectors involved in governance (Ibid).

2.2. Overview of CSOs Role, Issues and Challenges

2.2.1. Role and category of CSOs

CSOs are highly diverse group of organizations engaged in a wide range of activities, and take different forms in different parts of the world. Some may have charitable status, while others may be fronts for political, religious or other interest groups.

In general CSOs are essentially engaged in the delivery of public goods, but are characteristically small, flexible and tuned into citizens thinking. They are also, perhaps most

potent as socializes and invariably as instruments that provide normative rules. Besides, they are highly calibrated instruments for measuring the freedoms and rights of individuals as they play a momentous role in holding the state to account. They therefore serve as very good antennae that bring invisible problems to public attention (Salole, 2008).

In their role, among other issues CSOs are expected to identify major problems in society, articulate current issues, empower the disadvantaged, serve as an independent voice in strategic debates, and provide a constructive forum for exchange of ideas and information between the key actors in the policy process. Likewise, though at varying extent in developing countries, the civil society is making its presence felt to promote and facilitate participative development projects and create conditions for people's empowerment and deepening of democracy (Neera, 2004).

As implied by the preceding subtitles of this chapter, definition and concept of CSOs/NGOs differ across the board depending on cultural, historical and ideological orientations. Similarly, its categorization differs across the board. Hence, there are numerous classifications of NGOs. In this regard, the two most common classifications of CSO focus on their **'orientation'** and **'level of operation'** (Non-Governmental, 2013).

An NGO's orientation refers to the type of activities it is engaged. Accordingly, the activities might include human rights, environmental, or development work. Specifically, the under listed categories help to differentiate major engagement of a specific CSO and there by its orientation;

- Charitable orientation; these type of NGOs often involve a top-down paternalistic effort with little participation by the beneficiaries. It includes NGOs with activities directed toward meeting the needs of the poor. The Charity framework is an example of need-based approach. Charity organizations attempt to provide resources to deserving people. Such organizations evaluate the need for their services in certain communities, identify the deserving poor, and then try to implement change, rather than working with communities to bring about change
- Service orientation; includes NGOs with activities such as the provision of health, family planning or education services in which the program is designed by the NGO

and people are expected to participate in its implementation and in receiving the service.

- Participatory orientation; these organizations are characterized by self-help projects where local people are involved particularly in the implementation of a project by contributing cash, tools, land, materials, labor etc. In the classical community development project, participation begins with the need definition and continues into the planning and implementation stages.

- Empowering orientation; NGOs under this category aims to help poor people develop a clearer understanding of the social, political and economic factors affecting their lives, and to strengthen their awareness of their own potential power to control their lives. There is maximum involvement of the beneficiaries with NGOs acting as facilitators.

On the other hand, an NGO's level of operation indicates the scale at which an organization works, such as local, regional, national or international level. Under listed are common NGO types, by level of operation;

- Community-based organizations (CBOs); these type of NGOs, arise out of people's own initiatives. They can be responsible for raising the consciousness of the urban poor, helping them to understand their rights in accessing needed services, and providing such services.

- City-wide organizations; include organizations such as chambers of commerce and industry, coalitions of business, ethnic or educational groups, and associations of community organizations.

- National NGOs; include national organizations such as the Red Cross, professional associations etc. Some of the national NGOs may have state and city branches and assist local NGOs.

- International NGOs; are mainly responsible for funding local NGOs, institutions and projects and implementing projects. Formation wise, they range from secular agencies to religiously motivated groups (Ibid).

If we further look into the typologies used by the World Bank (2013), we can see similarity with the above but with a slight difference. Accordingly the WB divides NGOs into

Operational and Advocacy, focusing on their strategy, i.e., some act primarily as lobbyists, while others primarily conduct programs and activities.

Operational NGOs seek to achieve small-scale change directly through projects. They mobilize financial resources, materials and volunteers to create localized programs in the field. Operational NGOs can be further categorized, into relief-oriented versus development-oriented organizations; they can also be classified according to whether they stress service delivery or participation; or whether they are religious or secular; and whether they are more public or private-oriented. Operational NGOs can be community-based, national or international. The defining activity of operational NGOs is implementing projects (Ibid).

On the other hand, campaigning NGOs seek to achieve large-scale change promoted indirectly through influence of the political system. The primary purpose of an Advocacy NGO is to defend or promote a specific cause. As opposed to operational project management, these organizations typically try to raise awareness, acceptance and knowledge by lobbying, press work and activist event (Non-Governmental, 2013).

According to the same typology of the WB, there are also NGOs that make use of both operational and advocacy activities. Many times, operational NGOs will use campaigning techniques if they continually face the same issues in the field that could be remedied through policy changes. At the same time, Campaigning NGOs like human rights organizations often have programs that assist the individual victims they are trying to help through their advocacy work (Ibid).

2.2.2. Development and CSOs

Development hitherto left to the public sector; now start to incorporate the private and civil society actors so as to be participative and inclusive. This idea of multi actors' collaboration is the basic tenet of governance whereby its growth has been facilitated by the process of globalization. Accordingly, policy making and implementation of development plans could get a boost through active CSOs performing their role effectively and in collaboration with the government (Neera, 2004).

In a number of countries in the developing world CSOs are recognized as vital partners in addressing the challenge of social accountability and human rights. Accordingly, the state of

civil society organizations in a country, i.e., whether or not there are opportunities for them to actively engage in social, economic and governance concerns, often serves as an indicator of the state of democratization in that country (Desalegn,2008).

In their developmental role, among other issues CSOs play a critical role in helping to amplify the voices of disadvantaged and poorest people in decisions that affect their lives, improve development effectiveness and sustainability, and hold governments and policy makers publicly accountable (Neera, 2004).

The above is also emphasized by the modern meaning of civil society which locates itself broadly within the relationship among the State, Market and Civil society in governance and development. Within this context and growth by the day, the term CSO/NGO, is generally associated with those seeking social transformation and improvements in quality of life. Thus, considering the need for multi actor collaboration in development, policy-makers should recognize the incredible strength of CSOs and allow them to adapt and evolve freely (Ibid).

While discussing the developmental role of CSOs, it is important to stress on indigenous and social capital in one's own country. In this regard, emphasizing on the importance of indigenous CSOs Salole (2008), opines that one cannot be wrong in development, if aims to build on institutions which have been dreamed up, erected, modified, maintained, and improved upon and put up with by the societies themselves without outside pressure or assistance. Therefore it is in civil society institutions, forged in the anvil of experience and invention that the most promising examples of effective and resilient indigenous repertoires were found.

The above issues are closely intertwined with the concept of community development. In this regard, there is a distinction between development of a community and development in a community. Development in a community entails a more outside driven, modernized approach that works to improve local economies and institution, while development of community focuses on the cultivation of social and cultural connections as well as positive relationships and networks among residents, in order to build the community (Keeble, 2006).

The other important pillar in developmental role of CSOs is community participation. Community participation concerns the engagement of individuals and communities in

decisions about things that affect their lives. Community participation is not the same as consultation. Many organizations say that they have a community participation strategy when they mean that they have a consultation strategy (Burns and Wilson, 2004).

Accordingly community participation is essential for the following reasons;

- ✓ Active participation of local residents is essential to improved democratic and service accountability.
- ✓ It enhances social cohesion because communities recognize the value of working in partnership with each other and with statutory agencies.
- ✓ It enhances effectiveness as communities bring understanding, knowledge and experience essential to the regeneration process. Community definitions of need, problems and solutions are different from those put forward by service planners and providers.
- ✓ It enables policy to be relevant to local communities.

Moreover, apart from broader community participation, developmental intervention of CSOs needs to take consideration to the issues of sustaining the effects in collaboration with various stakeholders. In this regard, successful approaches towards sustainability share certain characteristics. They set priorities and establish a long-term vision; seek to promote convergence between already existing planning frameworks; promote ownership; can demonstrate national commitment; and are built on appropriate participation. On the other hand, lower levels of success can be attributed to strategies that take the form of separate initiatives and are exclusively top-down (OECD, 2001).

In general, a strategy for sustainable development comprises a coordinated set of participatory and continuously improving processes of analysis, debate, capacity-strengthening, planning and investment, which integrate the economic, social and environmental objectives of society. The principles emphasize local ownership of the process, effective participation from all levels, and high-level commitment. They point to the importance of convergence and coherence between different planning frameworks, integrated analysis, and capacity development. Thus, an effective strategy for sustainable development brings together the aspirations and capacities of government, civil society and the private

sector to create a vision for the future, and to work tactically and progressively towards it (Ibid).

Capacity of CSOs

Several models exist to explain the general functioning of an organisation , including operational capacities, which concern the organisation's performance; structural capacities, relating to the organisation's structure and functioning; financial capacities, keeping the organisation running; relationship capacities, which combine the previous three elements and ensure institutional anchoring and acceptance by the local community. Accordingly CSOs efficiency is related with their implementation capability and strategies followed, whether centralized or not and their response to local situations (Keynes, 2007).

Capacity is one the determinants for the effectiveness of CSOs developmental interventions and it incorporates vast organizational and operational issues. Accordingly, capacity of CSOs is dynamic processes that evolve overtime with the intensity, scope and diversity of their intervention. In this regard, common intervention areas of CSOs include; service delivery, capacity development, advocacy and initiation of innovation approaches. Accordingly, one can consider the sequence of CSOs intervention to start from a desire to respond to unmet citizen needs and evolve to advocacy and innovation. Thus, CSO action often serves to fill gaps by complementing efforts undertaken by national or local authorities. Such interventions may ultimately lead organizations striving to enhance their own capacities, realizing that well-intended efforts need to be grounded in sound professional competencies and strategic and effective relations between interventions and outcomes (The Role of Civil Society, 2010).

Accordingly, community groups have been using their own legitimacy of providing services to poor people as a basis for calling on government agents to develop appropriate technical and financial capacities to respond to citizen needs. In turn such insights into poor peoples' needs and the related beliefs in the effectiveness of collective action through state engagement have led to CSO advocacy efforts often applying a rights-based approach calling for national and local authorities to acknowledge their obligation to meet citizens need (Ibid).

As implied above, though CSOs evolve overtime through operational experience, at the same time pressure from the external environment has been observed to diminish CSOs

contribution to development. That is to say, there is a growing evidence to suggest an increasingly restrictive, rather than enabling environment for civil society, with a narrowing of democratic, legal and financial support space around the world. This is also aggravated by CSOs, donor and developing country government's lack of a comprehensive picture of aid and development activities that can help to avoid over-dispersion and duplication of effort (Task Team on CSO, 2011).

2.2.3. Emerging Issues and Challenges for CSOs

It has become evident that CSOs have become important actors in various sectors of governance and development. Though this fact, along the trajectory several challenges and opportunities have emerged for civil societies. Broadly, these challenges can be divided into those that arise from within civil society and those that come from outside civil society. Moreover, these 'external' and 'internal' challenges facing CSOs must be seen side by side with the opportunities that can be put to good effect by proactive and determined organizations. This part provides overview of major issues, challenges and opportunities of CSOs across the board.

I.   Internal challenges

According to Naidoo (2008), one of the major internal challenge for CSO's is their limitation to articulate a coherent vision for a more just and equitable society. Added to this, legitimacy, transparency and accountability of civil society is another internal challenge. Meaning, though in some cases CSOs are successful in articulating different issues, this by itself put them at the risk of exaggerated expectations from other people, who called upon civil society groups to practice what they preach, by instituting high standards of legitimacy transparency and accountability.

Related to the above mentioned internal drawback of CSOs, it is often said that civil society groups do not represent the views of anyone but themselves and their accountability is usually upward to those who provide funds to them rather than downwards to those they purportedly serve. The accountability drawbacks of some NGOs could further be observed in 'showcase' projects and parallel programs that prove to be unsustainable. As a remedy to such growing challenges, self-regulation mechanisms like codes of ethics and standards of excellence have

been adopted at the national level by CSOs in several countries. An example of this includes, the Sphere Common Standard which states the need for disaster affected population to actively participate in the assessment, design, implementation, monitoring and evaluation of the assistance programs (Ibid).

Inter-allied to this, it has also been argued that NGOs have been ignorant about critical issues because, these organizations appear to have lost their efforts in being truly scientific and now seem to be more self-interested. Thus, as non-state actors with considerable influence over governance in many areas, concerns have been expressed over the extent to which they represent the views of the public and the extent to which they allow the public to hold them to account (Ibid).

Another critical challenge is the origin of funding, which can have serious implications for the legitimacy of NGOs. In recent decades NGOs have increased their numbers and range of activities to a level where they have become increasingly dependent on a limited number of donors. This runs the risk of donors adding conditions which can threaten the independence of NGOs. In these situations NGOs are being held accountable by their donors, which can erode rather than enhance their legitimacy (Neera, 2004).

Added to the above list of challenges is the issue of effectiveness. Meaning, the work of some NGOs may not be as effective as claimed in their reports due to lack of capacity in the management of the professional skills of their staffs, which further contribute to the design of unsustainable projects (Ibid).

Therefore, to curve the above and many more other internal limitations, CSOs need to adopt measures that enhance transparency, accountability, and legitimacy. Moreover, they should be open to inputs from those they serve and identify areas that need improvements in their work and areas where impact will be greatly felt (Naidoo, 2008).

II.   **External challenges**

The above internal challenges were further exacerbated by challenges that come from outside civil society. In this regard, the first challenge that originates outside of civil society is linked with CSOs over-dependence on donors of global north for funding. Meaning, the dynamic global issues, like terrorism, obliged many countries to pass legislations and put stringent

conditions for their support. Such donor moves restricts the activities of civil society organizations and led to the abuse of human rights of some citizens (Naidoo, 2008).

More so, certain national government's restriction of CSOs activities, because of the alarming growth of these organizations both in terms of number and influence can be seen as additional external challenge. For instance, Governments in countries like Russia, Egypt and Zimbabwe have attacked civil society and instituted policies that restrict their operations because they feel threatened by the activities of these organizations and networks (Ibid).

Thirdly, there is a disturbing trend in the manner in which donors disburse funds. Meaning, funds channeled to local CSOs were being accompanied by well-defined mandates and details on how the funds should be used. At times emphasis is placed on service delivery and related activities at the micro level. Though CSOs may want their interventions to be context specific and dynamic, they may not be able to do so in a flexible manner since limitations have been imposed on their operations by donors. This was observed to compromise the objectives and mandates of these groups (Neera, 2004).

Added to the above, government's requirements of organizational compliance introduce elements of bureaucratization and formalization that are less responsive to the needs of people. Leading, CSOs to become top-down, non-participatory and dependent on external and governmental support (Ibid).

III.   Opportunities for CSOs

In general, the above mentioned external and internal challenges facing CSOs should be seen together with existing opportunities which help to limit obstacles and go together with the contextual environment.

One of such opportunities was created by globalization. In this regard, globalization has opened up several opportunities for citizens and groups to form alliances and advocate for common goals. Apart from their engagement at micro level, civil society groups are now coming together in coalitions at the global level to advocate in favor of issues that affect citizens at the local level, such as debt cancellation and climate change. However, it is in the long-term interest of civil society in Africa to look at the resource environment and to reduce dependence on the environment. One of the ways in which governments can help civil society

achieve this is to improve the taxation environment. Governments should ensure that tax laws encourage more individual and business contribute to charitable work, through providing incentives for business and individuals who want to contribute (Naidoo,2008).

Another opportunity for CSOs arises with their maturity and built up credibility with outside audiences. In this sense it has been observed that many governments increasingly seek to harness the expertise and local knowledge of civil society groups in policy making. High profile civil society groups have developed a certain 'brand recognition'; their endorsements or criticisms carry weight with the public (Ibid).

Further there is an opportunity of coalition building for CSOs. Though, civil society groups may focus on different issues but their approaches, competencies and problems have much in common. Thus, coalitions amplify the visibility and voice of a broader range of actors (Ibid).

2.3. Overview of CSOs in Ethiopia

2.3.1. Growth and Evolution of CSOs in Ethiopia

Following the globalization, liberalization and decentralization momentum, in Ethiopia similar to many African countries the CS sector has grown at a rapid pace, but with a slight difference. In this regard, the voluntary sector in Ethiopia has been growing at a rapid pace since the mid-1990s and these organizations are now stronger in terms of numbers, though the country still lags behind other African countries in terms of the strength, impact, and diversity of concern (Dessalegn, et al., 2010).

The history of CSOs in Ethiopia dates back to last years of the Imperial regime, when the civil code incorporating the law of associations was issued in 1960. The time was marked by few number of professional associations registered under the ministry of interior serving the basic interest of their members. Land mark event in the growth of Ethiopian CSOs was the 1970 devastating famine in Wollo and Tigray, which by and large contributed to the flourishing of both local and international CSOs. Again, compared to these periods, the number and diversity of CSOs had increased dramatically in post Derg period. Currently, in Ethiopia the sector among others consists of organizations engaged in relief, rehabilitation and development activities, though this numerically, the largest groups constituting the sector are

NGOs which are largely engaged in what is broadly termed as service delivery and welfare activities (Ibid).

According to a study commissioned by Consortium of Christian Relief and Development Association (CCRDA), in Ethiopia there is a certain amount of controversy as to which organs of society comprise civil society, some argued as it represents all organs which are not public or private. In this sense religious bodies, labor unions, interest groups such as clubs and associations, NGO's, CBO's, lobby and advocacy groups, networks of such organization, and so on are included. Others restrict civil society to those social organs which have a clear constituency and directly accountable to the constituency. Same varied views are reflected in different literatures though all have commonality in asserting CSOs nature of being non-governmental and not - for - profit (Kaplan, 2004).

In Ethiopia, across the regimes there were different institutional mechanisms and legal frameworks that regulate CSOs operation; each implying the ideological orientation, the governance system and democratization level of the period (Kumelachew and Debebe, 2012).

In this regard, the current legal regime, the Charities and Societies Proclamation no. 621/2009 define CSOs as an institution, which is established exclusively for charitable purposes that give benefit to the public. The proclamation also lists the types of engagement the CSOs are permitted among others include the advancement of capacity building on the basis of the country's long term development directions. Moreover this proclamation categorize the CSO into three groups as "Ethiopian Charities" or "Ethiopian Societies", "Ethiopian Residents Charities" or "Ethiopian Residents Societies" and "Foreign Charities" based on the place of registration, their source of income and composition of members. Likewise the proclamation defines Mass-based Societies to include professional associations, women's associations, youth associations and other similar Ethiopian societies.

The other point worth mentioning, in relation to growth of CSOs is the difference between the home grown culture of social capital; which is informal and the formally registered associational establishment, which had legal personality and clear structures for decision making and program implementation. In this regard, in the Ethiopian case, mutual aid, and labor sharing groups, grazing alliances, religious associations, burial societies(idirs), rotating savings schemes(iqubs),kin-based(or home-boy) networks, and women's self –help groups

are the main forms of informal cooperation that are common in most parts of the country. In due course, there have been a number of efforts by NGOs and others to formalize some of the associations, in particular (idirs), to enable them to engage in community development and service delivery (Desalegn, 2008).

To conclude this part, in this country NGOs have made significant contributions in the battle for food security, in environmental rehabilitation, the provision of health services, and the promotion of savings and credit schemes for the poor, especially in rural Ethiopia. Though these, in contrast, human rights, and advocacy and governance groups are few in number and have a much less visible profile (Ibid).

For this, one of the reasons among many, according Kaplan (2004) is that; in Ethiopia the NGO sector to rise is starts from relief interventions, sometimes from personal need and also out of the need of international and donor NGOs; it has not arisen organically out of a social/cultural shift towards a more civil society. Therefore, until citizens themselves, begin to increase their understanding of self and society i.e. become more self conscious and increase their capacity to give voice to their concerns and intentions, there will be no real civil society in Ethiopia.

2.3.2. Limitations and Opportunity for CSOs in Ethiopia

As noted in the preceding chapters CSOs in Ethiopia have evolved in their number, diversity and scope of intervention. This growth is not without obstacle, they have been also observed to encounter limitations internally and from the external environment, affecting their role at various levels. According to Dessalegn (2008), in Ethiopia the majority of voluntary organizations are small in size, engaged in small- scale operations, have a limited budget and only few stuffs. A good number have struggled to survive in the face of a hostile environment and the lack of adequate funding and technical support.

A. Limitations of Ethiopian CSOs

In general, the short comings limiting civil society may be divided into two categories: difficulties thrown up by the external environment, and challenges flowing from internal limitations. The external challenges are first and foremost the absence of an enabling policy environment. The government has not yet fully accepted CSOs as legitimate actors in society

and agents for change or development, while many CSOs do not have full confidence in the intentions of government and are disappointed by their exclusion from participation in the consultation and program planning process. Many CSOs work with the poor and claim to have a good understanding of the dynamics of poverty .Nevertheless; they have not been regarded as partners in the poverty reduction initiative launched by the government (Dessalegn, 2008).

Secondly, many CSOs face a variety of pressures from donors. Some donors have many burdensome financial spending and reporting requirements such as quarterly financial statements, stringent conditions for spending funds, frequent progress reports, numerous forms to fill out, etc., which end up putting a lot of pressure on beneficiary organizations. CSOs sometimes spend as much time fulfilling donor requirements as undertaking their program activities. Moreover, raising funds to run programs and meet basic expenses is time consuming, and on occasions organizations are forced to accept funds tied to specific projects even though these may not be their core concerns. Since many groups operate on a shoe string budget, fund insecurity continues to be a major obstacle limiting the scale and scope of CSOs operations (Ibid).

Issue of public image is additional external challenge. In this regard, Dessalegn (2008) further opined that; the voluntary sectors, in particular NGOs, suffer from an image problem. The public image of these organizations is by and large unflattering, and this is worsen by insufficient work done to familiarize the public with the work and achievements of NGOs and other groups, and indeed raising public awareness ranks low in their agenda.

Coming to the internal side of CSOs limitations, first and for most they have not been able to create a culture of collaboration and networking together. The relationship among CSOs themselves needs to be improved in favor of building alliances, coalition and joint undertakings. There is a tendency of groups to operate either in isolation, or in competition with others. There were a great deal of duplication of effort, and hardly any coordination of activities or strategic collaboration among them. Each organization is working by itself, without much effort at experience sharing and harmonization of approaches and working practices.

Another significant institutional weakness is the lack of consensus-based decision making and democratic culture within the organizations. There is often a top down approach in program planning, implementation and staff management. Tied to this is the problem of staff turnover within the organizations themselves (Woldetensay, 2003).

B. Fertile Grounds

The above mentioned external and internal challenges facing CSOs must be seen side by side with the existing opportunities;

Accordingly one of the opportunities is the growth and diversity of civil society, which can be viewed as an asset that opens up considerable opportunities. Unlike the past, CSOs are now making their presence felt, to a modest extent, not only at the national level but also in the Killils, Zones as well as the grassroots level. The diversity of the voluntary sector, in terms of duties, responsibilities, concerns and objectives should also be taken as creating opportunities (Dessalegn, 2008).

This growth and diversity of CSOs were being complemented by, local level democracy which Woreda decentralization is supposed to promote. This obviously opens up opportunities for community programs and non- state actors, especially NGOs, CBOs and self-help groups. In this regard, while the experience to date is unsatisfactory, the role assigned to NGOs in the new local level planning and food security structures provide chances for expanding local level democracy (Ibid).

Added to the above fertile grounds, partnering with CSOs provides an avenue to tap their unique success at grassroots intervention. Meaning, CSOs have considerable capacity working in small areas and at the community and household level. Their advantage over the public sector is that they are more flexible, more innovative, more efficient and less bureaucratic. Because they operate on a small scale relative to the government, they have a higher success rate than the public sector (Kumelachew and Debebe, 2012).

CHAPTER-THREE: METHODOLOGY

3.1. Methodological framework of the study

The methodological framework of the study comprehends that role of CSOs in development to be a dynamic process, constantly involving factors exogenous and endogenous to the CSOs. Among others institutional and operational capacity, awareness of the concept and rationale of formation, knowledge and interest of the operators are internal factors. On the other hand, policy and legal environment, coalition building and networking, partnership and learning forums, as well as monitoring frameworks were considered exogenous factors.

The analytical framework of the study was based on the very concept of 'civil society' and 'development', whereby issues internal and external to CSOs was assessed and analyzed with that of their role. This ultimately helped to identify contextual gaps and strengths and facilitated to draw plausible recommendations.

3.2. Design

This research is an exploratory and descriptive type; as it explores and at times describes the contextual issues and problems pertaining to role of CSOs with particular reference to "Ethiopian Residents Charities" /commonly named as Local Non- Governmental Organizations(LNGOs), operating in Dire Dawa Administration.

With regard to the research design, case study is the principal method applied. In this regard, through assessment of the challenges and issues aligned with role of CSOs was conducted and analyzed against theoretical and empirical data's on the subject. With an ultimate goal of facilitating analytical generalization, this study triangulated different techniques, presented herein below, for the collection and analysis of qualitative and quantitative data, generated from primary and secondary sources.

3.3 Type, source and Methods of Data collection

This study mainly relied on qualitative type of data, which were generated from primary and secondary sources. The primary source includes; CSOs/Ethiopian resident charities,

consortium/network of CSOs, relevant government sector bureaus, and CSOs community members who are beneficiaries of CSOs.

Regarding secondary source; pertinent theoretical and empirical documents including; national and regional policy and strategy documents, CSO plan and progress reports, strategic plan, bylaws and minutes, journals, proclamations and regulations, official reports, websites etc were reviewed.

As far as method of data collection is concerned, key informant interviews and observation were applied to generate data from the primary sources. In relation to this, appropriate interview guideline/ semi-structured and structured questionnaires/ and observation check lists were used. Initially, the data collection tools were communicated to the representatives of the sampled organizations for validation purpose. In addition, relevant checklist were being developed and applied for the secondary data collection.

3.4. Selection and Description of Targets

This study primarily targeted 'Ethiopian Resident Charities' commonly known as LNGOs, who are operational in Dire Dawa Administration and currently engaged in the implementation of various development programs. In total; out of 25 'Ethiopian Resident Charities' operating in Dire Dawa 10 were purposively sampled for this study. Furthermore, governmental bodies, consortium/network of CSOs and community representatives were included with a view to cross validate and have complete picture of the context on the issue.

Thus, the study has used non probability sampling technique and purposively selected organizations and individuals for interview. In this regard, a total of twenty two (22) interviewees, from the three catgories were purposively chosen for an in-depth interview. The interviewees as presented in the figure below were drawn from CSOs/Ethiopian resident charities/, consortium/network of CSOs, the government and community representatives/beneficiaries.
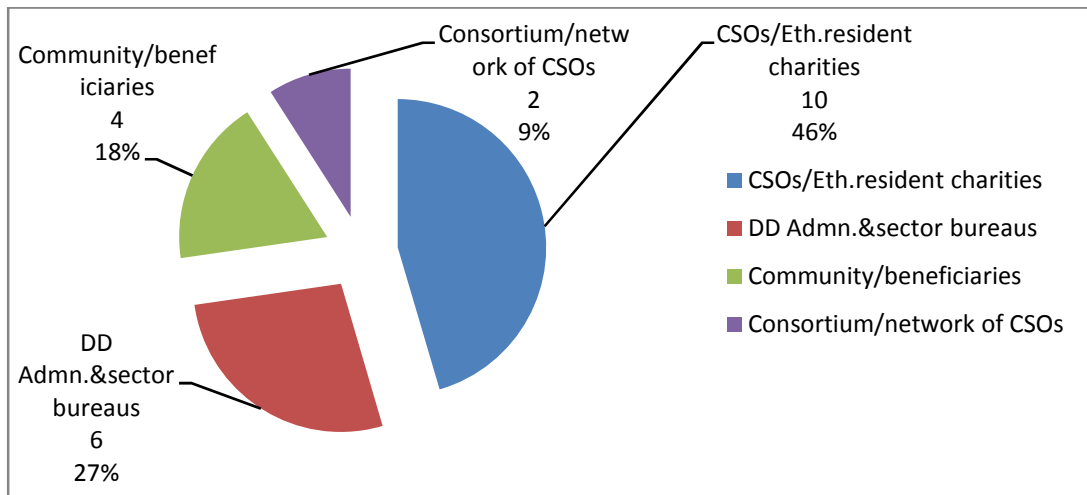
Figure 1: Study Sample

Source: own computation

CSOs informants: a total of ten Ethiopian Resident Charities/CSOs, having multifaceted and broader developmental programmatic interventions within the jurisdiction of Dire Dawa administration were purposively selected. With the aim of soliciting comprehensive information, the contacted interviewees were general managers/senior program officers, who represent the respective organizations and mandated to address the interview. The sampled CSOs have been operational, in the administration for more than five years, having interventions in multiple programs. In the process of screening and selecting these organizations, data profile and information was facilitated by the Dire Dawa Bureau of Finance and Economic Development (DDBOFED) and Consortium of Consortium of Christian Relief and Development Association (CCRDA).

Consortium/Network of CSOs: to assess the partnership and coalition among CSOs in the area, two additional CSO groups, i.e. one network and another consortium were included in the study. These two, CCRDA and Network of HIV Positive People Associations in Dire Dawa were among the active networks currently operating in Dire Dawa Administration.

Dire Dawa Administration and sector bureau key informants: a total of six governmental agencies were included in the study with the objective of cross validating and assessing the development cooperation between the CSOs and the Administrative Government. These sampled administrative agencies were engaged in the coordination and implementation of

massive developmental activities. Thus, the informants represent; Dire Dawa Administration Bureau of finance and Economic Development, Bureau of Labor and Social Affairs (BOLSA), Women's Children's & Youth's Affairs Bureau, Education Bureau, Health bureau and Dire Dawa Administration's office of the Mayor. Similar to the above, these informants were sector and department heads/officials of the respective offices.

Key informants representing Community/beneficiaries: a total of four community representatives were selected under this category. Two of these informants were elderly people who were active participants of the community development committees in their Kebele. The other two were direct program benefices of more than one CSO. These interviewees were specifically selected from highly venerable and vast CSO's intervention Kebele's of Dire Dawa Administration, namely 'Dechatu' (Kebele06) and 'Sabian' (Kebele02).

3.5. Data Analysis

Different techniques were applied for the qualitative data analysis. Hence the data were analyzed through descriptive analysis method and findings were presented in both tabular and diagrammatic forms. Specifically, the interview reports were first organized based on pre identified issues and subsequently categorized under selected themes. Following which, areas of agreement and disagreement were sought and analyzed with data's obtained from other sources. Hence, the analysis underwent the following steps;

- Data cleaning; summarizing the contents, editing, paraphrasing
- Explaining vague responses in relation to similar ideas
- Ordering the information in relation to the objectives of the study
- Categorizing answers that have similar characteristics
- Displaying the summarized information in narrative and simple statistical tools, so as to look for possible relation/deviation.

Moreover, with a view to facilitate recommendations Strength, Limitation, Opportunity, and Threats analysis (SLOT) was employed in the course of collection and analysis of data. Added to these, the secondary data's were used to complement the results of the primary data analysis.

3.6. Organization of the report

The report was structured into five interrelated sections. The first chapter is introductory chapter including; background and objective of the study. This was followed by the second chapter that is, review of theoretical and empirical literatures deemed relevant to comprehend CSOs role, particularly in local development. The third chapter dealt with the broader methodological frameworks employed by the study, as a road map to collect and analyze data.

Subsequently, the analysis is presented under chapter four. This part dealt with; the case of CSOs in Dire Dawa where by data was presented, discussed and analyzed a. The fifth and last chapter concisely presented the conclusion of the study and recommendations on the way forward. Added to the report will be annexes that include interview questions, composition of informants and map of the administration. Hence;

- Chapter one: Introduction
- Chapter two: Literature Review
- Chapter three: Research Methods
- Chapter four: Analysis
- Chapter five :Conclusion and Recommendation

CHAPTER-FOUR: DISCUSSION AND ANALYSIS

This chapter comprises the most important sections of the study, dealing with the presentation and discussion of data that are directly linked with the objectives of the study.

Specifically, the first section focuses on role and issues of CSOs in Dire Dawa Administration, followed by major issues and challenges for CSOs in discharging their developmental role. Subsequently, it deals with the local government and community view on the role of CSOs and the contextual challenges and opportunities. To facilitate the findings, the study analyzed the results with the theoretical and empirical data's reviewed in the literature, using different techniques.

4.1 CSOs Knowledge and Awareness on Formation, Concept and Role

4.1.1 Intervention Areas and Conceptual Understanding

An NGO's orientation refers to the type of activities it is engaged. Accordingly, the activities might include human rights, environmental, or development work. Specifically, service oriented CSOs; among other incorporate activities such as the provision of health, family planning or education services in which the program is designed by the NGO and people are expected to participate in its implementation and in receiving the service (Non-Governmental, 2013).

In this regard, a total of ten 'Ethiopian resident Charities' were contacted to assess their knowledge and awareness; on the rationale of formation, understanding of the concept and their role in the local development of Dire Dawa Administration. This was done through examining major indicative issues like; intervention areas, approaches to development, historic origin of the organization's and partnership with the Administration. Accordingly, this sub-section present and discussed the interview result regarding CSOs intervention areas and awareness. The table under summarizes the assessed CSOs profile, major intervention area and strategies followed to address their goal.

Table 1: Ethiopian Resident Charities/CSOs intervention, orientation and strategies

No	Name of organization	Organizations orientation	Main intervention areas	Strategies followed
1	Pro Pride	Service provision	Health and child protection	Awareness and capacity building
2	Mehal Meserete Kiristos	Charity	Child protection	Awareness and household/individual support
3	Family Guidance Association of Ethiopia	Service provision	Reproductive Health	Media and clinics
4	Addis Alem Charitable Society (AACS)	Service provision	Psycho-social	Awareness and counseling
5	Hararge Catholic service (HCS)	Relief and development	Agriculture and water	Seed distribution, construction of well..etc
6	Organization for Social Service For AIDS(OSSA)	Service provision	HIV/AIDS	care and support
7	Forum Sustainable Child Empowerment Office	Empowerment	Child protection	Integrated development
8	Kereni Relief and development	Service provision	Relief	//
9	Cheshire Services Ethiopia	Medical service oriented	Rehabilitation	Community based and institution based rehabilitation
10	Dawit Aid for Aged Person	Charity	Old aged person	In house care

As implied in the above table, 60% of Ethiopian Resident Charities/CSOs were being engaged in service provision, followed by Charity 20% ,then relief and empowerment both representing equally 10%. This result showed similarity with the general scenario in the country. In this regard, Dessalegn (2008) opined that though in Ethiopia, the sector consists of organizations engaged in relief, rehabilitation and development activities, professional associations and interest groups, still the largest groups constituting the sector remain to be NGOs which are largely engaged in what is broadly termed as service delivery and welfare activities.

Related to their orientation, to deliver their programs these CSOs follow different strategies, ranging from awareness to in house care and support. In these regard individual support/care and awareness accounts for the greater portion, i.e. 40% and 30 % respectively. While the rest 20% followed integrated community development as a strategy, 10% use outlets like clinic

and media campaign. Though these are each organization's major strategies, it was also observed that they also use a mix of strategies and approaches to deliver their programs. Thus in general the result showed that, the majority of the strategies followed by these CSOs to focus on individual support and care, rather than comprehensive and participatory development approaches. Thus, compared to many developing countries, whereby the civil society is making its presence felt to promote and facilitate participative development projects and create conditions for people's empowerment and deepening of democracy, the context in the administration was found to be different (Barber, 1990).

Another important point discussed to assess CSOs knowledge and awareness was questions related to the very concept CSO, and the rationale to establish such organizations. In this regard CSOs were asked to comprehend and define the concept in their own ways and also to reiterate their history of initial establishment. As discussed under a similar trend was observed with the above raised issues on orientation and strategies employed by CSOs in Dire Dawa Administration.

In this regard, 70% of interviewed organizations in summary respond that; CSOs as associational forms established to serve the disadvantaged segment of the society. On the other hand 20% understand CSO, as entities founded to serve citizens, only in areas where the government had limitations, due to various reasons, i.e., according to these respondents NGOs/CSOs are gap fillers. The rest 10% have stated CSO as pioneers and initiators of change that work for the betterment of citizens' life condition ,through partnering with a range of stakeholders, including the state and market.

 In this regard, though CSOs are expected to identify major problems in society, articulate current issues, empower the disadvantaged, serve as an independent voice in strategic debates, and also provide a constructive forum for exchange of ideas and information between the key actors in the policy process, the knowledge and understanding of the interviewed CSOs was found to be divergent. As implied from the above interview result, 70% of the organizations conceptualize CSOs as charity driven entities focusing only on the disadvantaged and venerable. Such also showed linkage with their current orientation and strategies followed to address their goal, as discussed in the preceding paragraphs (Neera, 2004).

Moreover, similarity was observed between these interviewed CSOs attempt to comprehend the concept CSO and the current Proclamation NO.621/2009, that provided for the registration and regulation of charities and societies. According to this proclamation "A Charity" means an institution, which is established exclusively for charitable purposes and gives benefit to the public. Among others according to article 14/1&2 of the same proclamation "Charitable Purposes" shall include: the prevention or alleviation or relief of poverty or disaster; the advancement of health or the saving of lives; the relief of those in need by reason of age, disability, financial hardship or other disadvantage. This may show how the existing legal regime influences the operator's perception.

Furthermore, interesting enough the above results in one way or another were linked and reinforced by CSOs response on the rationale of their initial establishment and trajectory to date. According to their response, 60% of these CSOs were established in response to emergencies, like draught, flood and disease outbreaks; including malaria and HIV/AIDS, 10% originates to pursue the interest of their founders, good example from the list is Dawit Aid for Aged person, which was founded by good hearted one individual.30% of the organization trace their emergence with the objective of serving the interest of certain constituencies like children, women and persons with disabilities.

Thus, as implied above by the CSOs responses, most of them/60%/ were initially established in response to major emergencies through providing relief services, though afterwards diversified their scope overtime. In these regard, the CSOs initial establishment history showed resemblance with their current understanding of the concept and major undertakings. Likewise, this result also showed similarity with the overall countrywide historical growth of the sector. Reinforcing this, Kaplan (2004) argued that; in Ethiopia the NGO sector to rise is starts from relief interventions, sometimes from personal need and also out of the need of international and donor NGOs; it has not arisen organically out of a social/cultural shift towards a more civil society. For Kaplan, until citizens themselves, become more self conscious and increase their capacity to give voice to their concerns and intentions, there will be no real civil society in Ethiopia.

4.1.2 CSOs Role in Development; Knowledge and Awareness

Development hitherto left to the public sector; now start to incorporate the private and civil society actors so as to be participative and inclusive. This idea of multi actors' collaboration is the basic tenet of governance whereby its growth has been facilitated by the process of globalization. In this sense, policy making and implementation of development plans could get a boost through active CSOs performing their role effectively and in collaboration with the government (Neera, 2004).

Accordingly, to assess CSOs awareness and understanding of their role in development, different questions were raised and analyzed with relevant theoretical and empirical literatures, under this section. Specifically, issues that indicate CSOs developmental approaches like; role, participation, accountability, partnership and sustainability were raised and discussed.

Replying to the question, "what do you think is the major role of CSOs in development?" 40% of the organizations ranked, service provision as major role of CSOs, followed by charity which accounted for 30% of the responses. For the rest 20% of the interviewed CSOs Emergency and relief is the main developmental role for CSOs. On the other hand, mobilization and piloting innovative approaches and right and policy advocacy/campaigning were the list ranked, i.e. 10% and 0% of the responses, respectively.

Figure 2: CSOs perception on their role
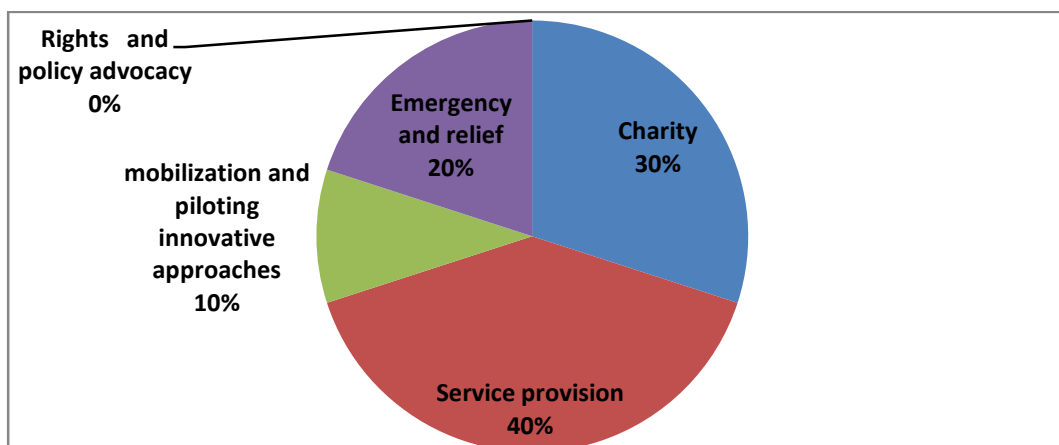
While in their developmental role, among other issues CSOs play a critical role in magnifying the voices of disadvantaged and poorest people in decisions that affect their lives, improve

development effectiveness and sustainability, and hold governments and policy makers publicly accountable; CSOs in Dire Dawa Administration believe service provision and charity, as the main developmental role of CSO operators (Neera, 2004).

According to Keeble (2006) organization engaged in such charity approach only evaluate the need for their services in certain communities, identify the deserving poor, and then try to implement change, rather than working with communities to bring about change. Thus the Charity framework is an example of need-based approach that solely attempt to provide resources to deserving people rather than employing long term development strategies. Likewise, in Dire Dawa Administration, the interviewed CSO understanding regarding their developmental role was found to be myopic.

A. Participation

The above discussed issues which assist to assess CSOs awareness of their role in development have also direct relation with the concept participation. In this regard, it is widely recognized that NGOs are most effective when they are accountable to the people they aim to help. This means listening to local people, involving them in making decisions about their activities and reporting back to them. Accordingly, participation is an end, and not simply a means i.e. the central point of development is to enable people to participate in the governance of their own lives (Kapln, 2004).

Accordingly, in Dire Dawa Administration, CSOs were being participating beneficiaries at varying stages and intensity. To measure this issue, apart from raising different questions to the CSOs, major documents; including organizational strategic plan and project documents were observed and reviewed.

The chart under depicts, major stages of beneficiary involvement, as implied by the interviewed CSOs.

Figure 3: Stages of beneficiary participation
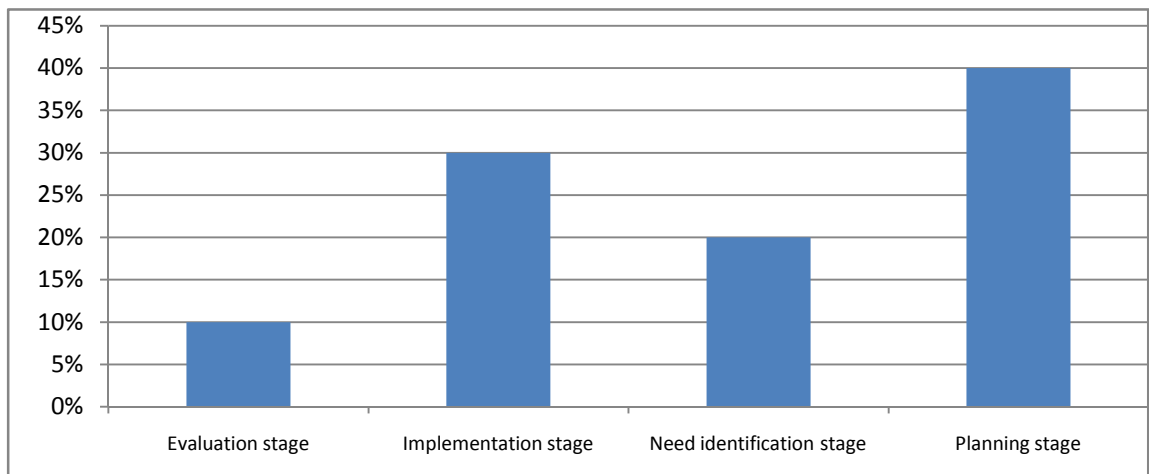
Accordingly, 40% of the CSOs, which represent the majority, involve beneficiaries at planning stage, followed by implementation stage, which represent 30% of the responses. On the other hand 20% and 10% of the respondents involve beneficiaries at need identification and evaluation stages, respectively.

Community participation concerns the engagement of individuals and communities in decisions about things that affect their lives. According to, Burns & Wilson (2004) the five steps to consider while planning community participation are; develop a shared understanding of community participation, establish the current position, identify issues and needs to be addressed, agreeing on an action plan and review progress. Though this, the above results on beneficiaries participation in Dire Dawa showed that the majority (40 & 30%) of CSOs to involve targets at planning stage and implementation stage.

Moreover, while community participation is not the same as consultation and should be guided by a written strategic framework, in reality an attempt to review major documents of these CSOs; including organizational strategic plan and project documents showed that none of them to have explicitly stated strategies of participation. They only state donor requirements and project specific implementation modalities than organizational framework that guide community/beneficiary participation. Thus, the result could imply that what these CSOs state as community participation strategy is rather a consultation strategy (Ibid).

Asked on the main external challenges in involving/participating the community, the CSOs raised varying issues on what make the community reluctant on participation, based on their

experience. Accordingly, the major beneficiary driven challenges as stated by the CSOs were chronologically summarized here under;

- Dependency /handout expectation mentality of the community/targets...............40%
- Lack of volunteerism in the area 30%
- Tight project guideline and donor requirement limiting contextual participation.....18%
- Government laws and regulation 12%

Thus, according to the above result, the CSOs allegedly view the community to further contribute to the participation challenge, mainly due to the long lasting charity approach taken by CSOs in the country, which eventually evolve as culture. Thus, through time it became difficult to change the status qou, though the CSOs attempt new modalities of development intervention. Hence this may imply that without taking a researched and series approach by these organizations, participation remains just words of mouth and show case to full fill procedural requirements. The situation is also further aggravated by these CSOs weak awareness regarding their role in development, especially the importance of active participation of local residents to improve democratic and service accountability. Added to these, none of the CSOs have organization wide participation guiding framework and strategy (Ibid).

B. Sustainability

Another critical issue that measure CSOs role in development is sustainability. It is also related to the above discussed issues of participation. In this regard, whether an organization follow a top-down or otherwise approach with the beneficiaries will have effects on sustaining the developmental interventions. Thus, in general successful approaches towards sustainability sets priorities and establishes long-term vision; seek to promote convergence between already existing planning frameworks; promote ownership; demonstrate national commitment; and was built on appropriate participation (OECD, 2001).

Accordingly questions were directed to assess major strategies used to sustain developmental interventions of the CSOs operating in Dire Dawa Administration. The under listed strategies were captured and summarized accordingly;

- Strengthening the implementation capacity of the community

- Designing projects that would be implemented in partnership with the community
- Material and revolving fund supports
- Establishing community committees during and at the end of programs, so that they will oversee and sustain the developmental programs and impacts.

While, strategy for sustainable development comprises: a coordinated set of participatory and continuously improving processes of analysis, debate, capacity-strengthening, planning and investment, which integrate the economic, social and environmental objectives of society, whereas in Dire Dawa Administration CSOs depend on short term and uncoordinated suitability approaches (OECD, 2001).

Moreover an effective strategy for sustainability brings together the aspiration and capacities of multi-actor, including government, civil society and the private sector so as to create a vision for the future, and to work tactically and progressively towards it. In this regard, the above summarized result witnessed absence of serious effort to involve the government, private sector and relevant actors while planning and implementing sustainability strategies (Ibid).

4.1.3 CSO Partnership with the Administration

This subsection separately treats the practice of CSOs in Dire Dawa through examining their relation and cooperation with the Administrative Government and its Agencies. Thus, CSOs knowledge and practice of partnership with the Administration was raised and discussed. Issues raised include; the extent to which CSOs refer the administrative/local government broader development plans, mechanisms of exchange/communication and existing opportunities in the area. In this regard while 5 out of the 10 interviewed CSOs, i.e. 50%, rely on donor guideline/priorities, whereas 3 out of 10(30%) sporadically refer government plans and the rest 2 CSOs (20%) consistently refer government plan and priorities and try to align their intervention as per the local context. The table under summarizes the responses;

Table 2: CSOs practice in reviewing government plan and policies

Question: Do you consult and thoroughly refer government priorities, policies and strategies while planning projects and subsequently?	10 CSOs response	%
Yes, always	2	20%
No, rather follow donor guideline/priorities as per the request for proposal (RFA)	5	50%
Sometimes	3	30%

Accordingly, the interview result showed CSOs irregular and mixed trend in referring and aligning their interventions with that of government priorities, policies and long term plans. While Developmental intervention of CSOs needs to take consideration to the issues of sustaining the effects in collaboration with various stakeholders, but the above result in Dire Dawa implied CSOs more focus to donor requirements than giving due attention to the local context and priorities. It should be emphasized that lower levels of success can be attributed to strategies that take the form of separate initiatives and are exclusively top-down, similar trend was observed by CSOs in Dire Dawa and may imply CSOs limited knowledge, regarding the local context and priorities (OECD, 2001).

To further examine the above issues of partnership and CSOs consideration to government plans, they were asked to describe priorities of residents of Dire Dawa, whereby they have contributed towards improving the life of citizens, in collaboration/lobbying/partnering with the Administration. Only 3 of the organizations out of the total 10, replied this question, as presented in the under table;

Table 3: CSOs collaboration with the Administrative Government

CSO name	Issues	Strategy used by the organization(CSO)	Changes /impact brought by the intervention
Cheshire Services Ethiopia	Accessibility of housing	Campaign	Affordable housing policy enacted
Pro Pride	Orphan and venerable children (OVC)	Direct monetary and technical support to the relevant government ministry	Children got access to basic education
Organization for Social Service For AIDS(OSSA)	HIV/AIDs	Awareness and volunteer counseling and testing campaigns	Contributed to decrease prevalence of the infection among most at risk populations.

As implied by the above table only 3/30%/ of the interviewed CSOs were able to respond, recalling their previous partnership implementation with the administration. These CSOs used varying strategies; ranging from lobbying to direct assistance to improve the life of citizens in the area. On the other hand, the fact that 70% of the CSOs were unable to address this question, may imply these CSOs lack of such NGO-GO partnership implementation experience conducted at a scale. In this regard, Naidoo (2008) opine that NGOs have been ignorant about critical issues because, these organizations appear to have lost their efforts in being truly scientific and now seem to be more self-interested. Thus, as non-state actors with considerable influence over governance in many areas, concerns have been expressed over the extent to which they represent the views of the public.

Communication was another issue raised to assess CSOs exchange and relation with the Administrative government. Among others, periodic reporting, submission of budget and activity plan, casual review meetings and terminal evaluation were the main platforms of exchange with the government. Moreover, the responses showed absence of planned and consistent collaboration strategies between the two, especially there are no periodic supportive supervision, joint planning and consultation forums. Though, development plans could get a boost through active CSOs performing their role effectively and in collaboration with the government, the practice with CSOs in Dire Dawa seems to differ (Neera, 2004).

Communication is also related with publicity and promoting one's effort. Thus, the CSOs were asked; if there were instances they took initiatives to familiarizing their work to the public at large. In this regard the CSOs mentioned the under listed mechanisms;

- Organized and participated in exhibitions where by photos, documents and other products were displayed to the public
- Invited relevant stakeholders to their program review meetings
- Distributed pamphlet and brushers using conducive environments
- Support and participated while the government celebrate annual big events like, HIV/AIDs, disability, women, elderly...etc

Accordingly the above communication strategies helped the CSOs to enhance their visibility and create awareness on their work. The CSOs believed they have yet to work hard so as to win trust of the government and boost their partnership. CSOs self promotion gap goes in line

with countrywide challenges of CSO in Ethiopia. In this regard, Dessalegn (2008) opined that; the voluntary sectors, in particular NGOs, suffer from an image problem. The public image of these organizations is by and large unflattering, and this is worsen by insufficient work done to familiarize the public with the work and achievements of NGOs and other groups, and indeed raising public awareness ranks low in their agenda.

Even if the above efforts of promotion, the local government participation and turn out is not as expected, they participate selectively following their priority. The under figure depicts CSOs answer to the question 'Do government bodies actively participate in meetings and events organized by CSOs/NGOs?'

Figure 4: Local government's participation on CSOs events
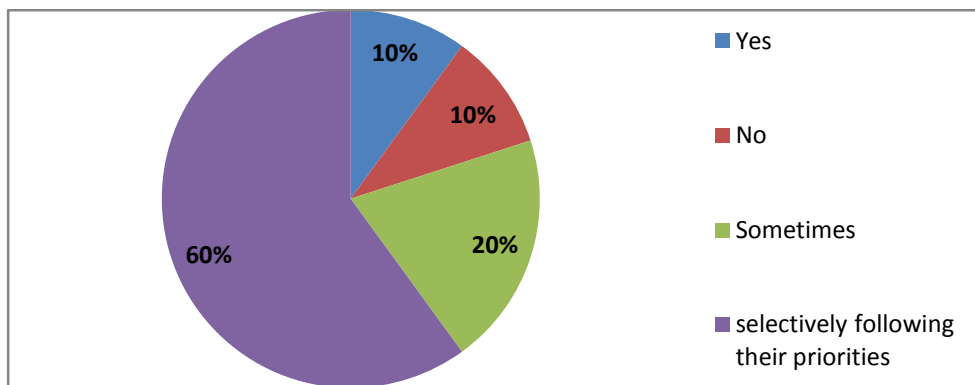
Thus according to the result the majority of the local authorities, i.e. 60% selectively participate on events organized by the CSOs. This may imply that lack of interest even from the government side and weak promotional strategies followed by the CSOs to be among the reasons contributing to the loose relationship between the two. In general the limited cooperation between CSOs and the local government goes in line with lack a comprehensive picture of aid and development activities that can help to avoid duplication of efforts (Task Team on CSO, 2011).

Therefore, the above discussion on CSO's partnership with the administration reflected internal and external challenges towards greater participation of CSOs in the development planning and governance system of Dire Dawa Administration .Though these challenges, the CSOs mention the under points as fertile ground/opportunities currently existing in Dire Dawa administration, that could be used to enhance their role;

- The establishment of independent NGO desk within the Bureau of Finance and Economic Development, tasked with facilitating CSOs issues
- NGO license and registration issues are now decentralized from the federal agency and this has relieve the NGOs from frequent travel to the capital and related costs
- The administration has been showing interest to partner with CSOs, in recognition of CSOs efforts so far
- Establishment of Go-NGO and other thematic forums by CCRDA has been facilitating the close working relation between CSOs and the Administration

4.2. CSOs/NGOs capacity and Coalition building: Issues and Challenges

This subsection of the research has focused on two important issues, i.e. capacity and networking among CSOs. This is with the objective of assessing the practical issues and challenges of Ethiopian Resident Charities /CSOs operating in Dire Dawa. Accordingly, relevant capacity issues were selected and their effects analyzed with that of CSO role in Development. Thus it complements the general issues raised in the preceding parts of this study.

4.2.1. CSOs Capacity and Effects on their Role

Several models exist to explain the general functioning of an organisation, including **operational capacities**, which concern the organisation's performance; **structural capacities**, relating to the organisation's structure and functioning; **financial capacities**, that keeps the organisation running; **relationship capacities**, which combine the previous three elements and ensure institutional anchoring and acceptance by the local community. Accordingly, CSOs effectiveness is related with their operational capability and strategies followed to address the local context (Keynes, 2007).

Accordingly, questions regarding CSOs level of operation and authority matrix, i.e. place where major programmatic and budgetary decisions took place were directed to the ten sampled Ethiopian Resident Charities/ CSOs in Dire Dawa. The table under summarize the response;

Table 4: CSOs level of operation and authority matrix

Level of operation and authority	City level/Dire Dawa	Regional level	National/Federal level
Scope of operation and registration	10%	30%	60%
Area where major programmatic & budgetary decisions made	20%	30%	50%

As presented above, 60% of the CSOs in Dire Dawa Administration were registered and operate at National level and 30% at Regional level, the rest 10% organizations were found to be registered and operational only in Dire Dawa. Thus 90% of the CSOs were registered and function regionally and nationally besides Dire Dawa. The Regional operation areas include; Harari Regional state, Somali Regional State, East and West Harerge Zones of Oromia Regional State.

Thus, the majorities of the CSOs operate in multiple regions and cover vast operational areas. They seem losing focus and scattered compared to their current financial, manpower and logistical capacity. Such would have implications on the capacity of CSOs to articulate a coherent vision for a more just and equitable society. In such overstretched scenario, legitimacy, transparency and accountability of civil society will be at risk and the whole developmental intervention affected (Naidoo, 2008).

Besides, distantly located headquarters of majority of these organizations, the line share of resource mobilization, program planning and budgetary decisions were centralized. As per the above table , while only 20% of the CSOs attest that they have full authority to decide on need identification, mobilization of fund and subsequent financial disbursements at Dire Dawa level, whereas the rest 80% of CSOs got such decisions made centrally, either at their Regional or National office level. This showed that there is often top down approach in program planning, implementation and staff management and this is a notable institutional weakness of CSOs (Dessalegn, 2008).

Another important issue related to capacity of CSOs is resource, especially finance. Finance is the life line to all organizational operations and from where it comes and strategies to sustain the flow matters. The under figure summarizes the CSOs response on their resource base;

Figure 5: Resource base of CSOs
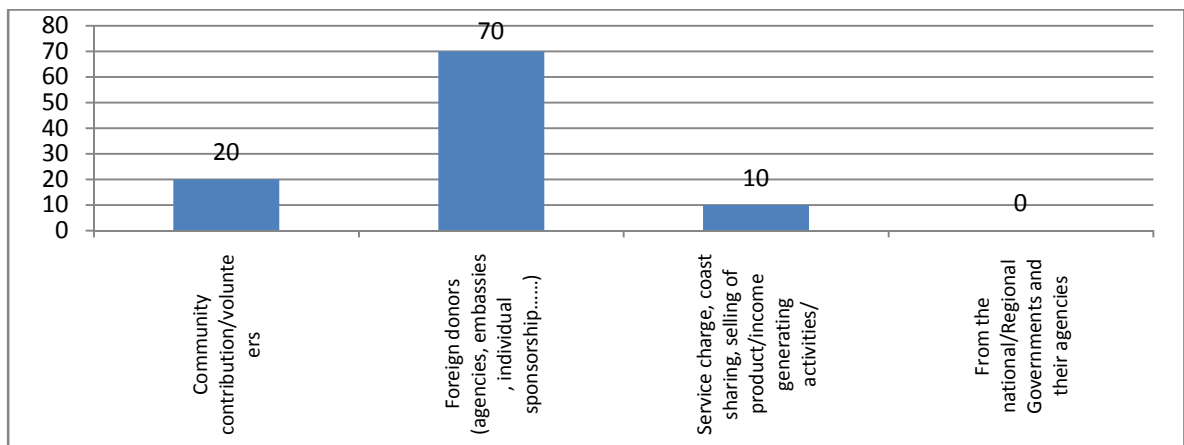
Accordingly, the bulk of the interviewed CSOs (70%) depend on foreign donors like bilateral development agencies, embassies, foreign individual sponsorship...etc. This is followed by 20% of CSOs deriving their major income from community contribution/volunteers contributing in labor, kind and money. On the other hand, one organization, i.e. Family Guidance Association who represent 10% of the responses replied that it raise resource from income generating activities, mainly clinical service charge. None of the organizations were accustomed to raise fund from ether the National/Regional governments. Though, this data reflect major source of CSOs income, most of them also use complementary resource mobilization strategies; like service charge and at the same time donor funding.

Thus the above data showed over dependence of CSOs on external funding, which by itself the origins of the resource create serious implications for the legitimacy of NGOs. In recent decades NGOs have increased their numbers and range of activities to a level where they have become increasingly dependent on a limited number of donors. This runs the risk of donors adding conditions which can threaten the independence of NGOs and adversely affect their developmental interventions (Naidoo, 2008).

As implied above, most of these organizations depend on foreign donors and their resource base seems narrow. To further scrutinize the resource issue, these CSOs were asked on "what would they do if the organization is unable to secure funds in the short run?" In response;

- 30% replied that they will stop operation till getting resource
- 10% replied that they will change focus to new donor priorities

- 60% replied that they will downscale and continue activities on volunteer basis

The above response further showed how these CSOs over-rely on foreign resources and this may have an effect on their work. They also don't have clear strategies to sustain their efforts in cases where these donations cease. In this regard, Neera (2004) explained that funds channeled to local CSOs by donors were being accompanied by well-defined mandates and details on how the funds should be used. At times emphasis is placed on service delivery and related activities at the micro level than broader developmental agendas. Though CSOs may want their interventions to be context specific and dynamic, they may not be able to do so in a flexible manner since limitations have been imposed on their operations by donors.

Another practical issue aligned with CSOs role and effectiveness in development interventions is manpower/human resource. Meaning, the work of some NGOs may not be as effective as claimed in their reports due to manpower and capacity gaps in the management of the professional skills of their staffs and such has further contributed to the design of unsustainable projects (Ibid).

Accordingly, the number and quality of staffs in a given organization has paramount importance to meet its objectives. The sampled CSOs response to manpower related questions reflected their strength and gaps. In this regard, while seven (7) of the organizations replied not to have adequate staff, both in number and quality, the rest three (3) organization believe they are adequately staffed in line with their goal and diversity of programs, though the strength differ from time to time depending on donor criteria and availability of resource. According to these CSOs, major reasons for the manpower limitations include;

- ✓ Inflated salary requirement from experienced staffs
- ✓ Competition with similar organizations
- ✓ High attrition rate
- ✓ Financial limitation to retain experienced staffs at the end of projects

As observed from the manpower assessment the problems in one way or another relate with finance, donor stringent expenditure guidelines and the organization's human resource management priorities. Considering that a well-intended effort needs to be grounded in sound professional competencies and strategic and effective relations between interventions and

outcomes, the above gaps have been obviously impacted CSOs role in the area (httpww.csoa.org).

Despite the above capacity limitations, the interviewed CSOs assert that they have still strengths and room for improvement. In this regard; the growing capacity of fund raising through proposal writing and community mobilization, their commendable experience in working in small areas and at the community, current support from CCRDA regional office in the form of periodic trainings and facilitation of linkage with the government, and encouraging collaboration among CSOs in the area were viewed by the respondents as strength and partly opportunities.

4.2.2 Collaboration and Networking among CSOs

Globalization has opened up several opportunities for citizens and groups to form alliances and advocate for common goals. Apart from their engagement at micro level, civil society groups are coming together in coalitions to advocate on issues that affect citizens at the local, regional and national levels. Accordingly, a great deal of collaboration and networking is expected from CSOs operating in Dire Dawa Administration so as to effectively address broader developmental agendas (Salole, 2008).

With this view, two additional active Network organizations that are operational in the area were sampled and interviewed. These two organizations, namely CCRDA and Network of HIV Positive People Associations in Dire Dawa were respectively registered as Consortium and Networks of Ethiopian Resident Charities/CSOs and most of the sampled CSOs for this study are their members. As per this organization's mission of establishment, i.e. to facilitating member's engagement and collective voicing, it is believed they have the right information on the contextual reality. Thus different issues were raised with these networks, including an assessment of CSOs level of networking in Dire Dawa, coalition building initiatives, challenges and effects on CSOs role.

Accordingly, in response to the question dressed to know main engagement of these network/consortium organizations, they replied their major roles as;

- ✓ identification of common engagement area for member NGOs, so as to strengthen their solidarity

- ✓ promoting Government-NGO relations, so as to create enabling environment for NGOs/CSOs operation
- ✓ facilitate capacity building programs for member NGOs
- ✓ conduct research and publication for an informed dialogue between the member organizations and the government
- ✓ liaise with donors and other networks for funding and experience sharing

Moreover, to implement the above mentioned roles and share information and coordinate the efforts of member CSOs, these two networks use varying mechanisms. These include; experience sharing meetings, visits, panel discussions, workshops, general assembly meetings. They also use electronic systems such as website and email as well as print documents to facilitate communication among members and the general public.

Networks should lead and coordinate CSOs accountability initiatives so that development efforts could get real effect and acceptance by the community. Often, it is said that civil society groups do not represent the views of anyone but themselves and their accountability is usually upward to those who provide funds to them rather than downwards to those they purportedly serve (Naidoo, 2008).

Accordingly, these networks were asked whether CSOs in Dire Dawa have code of ethics and accountability standards and what they have done so far to support CSOs in this regard. As per the reply "the CSOs may have such code of ethics but as network organization we are not certain." Though this, one of the two organizations, i.e. CCRDA stated that it has been familiarizing the 'Humanitarian Accountability Partnership' standards and associated code of conduct for member CSOs, since 2013.Though , self-regulation mechanisms like codes of ethics and standards of excellence have been adopted at the national and regional level by CSOs in several countries, the interview result in the area showed accountability of CSOs being given minimal priority both by the CSOs and the networks (Ibid).

Another issue directed to this group of interviewees, i.e. Network/ CSOs was on how they evaluate the participation of CSOs based on their experience in leading collective engagement platforms. In this regard they have rated the participation level as very weak/50%/ and weak/50%/, whereas none of the two Network CSOs representatives sought strength on CSOs participation in collective actions;

Figure 6: CSOs level of participation in Networks
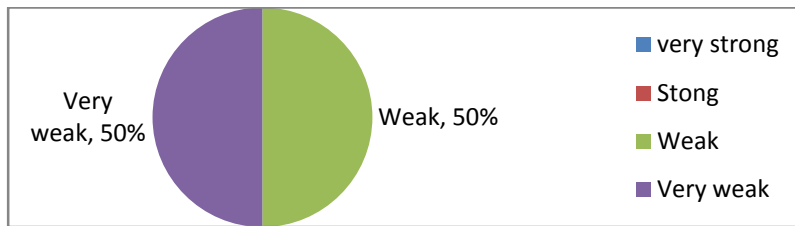
As implied by the above result, though networking and the creation of alliances is a form of building one's strength and capacity to overcome difficult challenges as well as a tool for gaining greater influence and accomplishing broader tasks, contrary to these CSOs in Dire Dawa Administration seems to have limited awareness on its importance. This may further imply that these CSOs minimal exposure to advocacy work, considering the importance of such networks for advocacy work. Generally, gaps in coalition may have effects on CSOs contribution towards broader developmental agendas, among others reflected by duplication of effort and resources as well as competition (Dessalegn, 2008).

Reasons for the weak partnering and collaboration among CSOs in Dire Dawa, according to these network/consortium organization's response include; the fact that the societal culture where by NGOs are part of resist collective/joint works and there is also huge awareness gap on the benefits of networking among the CSOs.

Reinforcing the above issue, these network organizations were asked to chose among the under listed points deemed to characterize CSOs in the area;

    a. collaboration and network
    b. <u>a tendency of operating in isolation,</u>
    c. Competition with others
    d. Duplication of efforts and absence of coordination

As implied above, both networks rated CSOs in the area as having a tendency of operating in isolation than cooperation and also passive engagement in networks. This result has similarity with the nationwide limitation of CSOs, according to Dessalegn (2008) the relationship among CSOs themselves needs to be improved in favor of building alliances, coalition and joint undertakings. There is a tendency of groups to operate either in isolation, or in competition with others. As a result there were a great deal of duplication of effort, and hardly

any coordination of activities or strategic collaboration among them. Each organization is working by itself, without much effort at experience sharing and harmonization of approaches and working practices.

Again, according to these networks, in Dire Dawa CSOs involvement in government's planning, monitoring and evaluation is low. Apart from the CSOs weakness in collective efforts, for these respondents there is also external dimension to the problem. Meaning, for these networks, the contribution of CSOs seems underestimated by the national environment and in a similar fashion the local Administration didn't adequately engage them in planning and governance, as a whole. This may be the result of governments' lack of awareness on CSOs unique capability and success at grassroots intervention. Meaning, CSOs have considerable capacity working in small areas and at the community and household level. Their advantage over the public sector is that they are more flexible, more innovative, more efficient and less bureaucratic. Accordingly, for greater success, the Administrative Government in the area should think of partnering and encouraging CSOs participation than limiting the enabling environment (Ibid).

In a related question forwarded to assess Dire Dawa Administration's legal, institutional and policy framework in creating conducive and participatory environment for CSOs; these network organization's were asked to rate indicative issues within a scale of 100. The under table summarizes the rating.

Figure 7: Enabling Environment for CSOs in Dire Dawa

Dire Dawa Administration's enabling environment for CSOs	CCRDA	Network of HIV Positive People Associations in Dire Dawa	Average
Conducive	70	50	60
Challenging	20	30	50
Very supportive	10	20	15
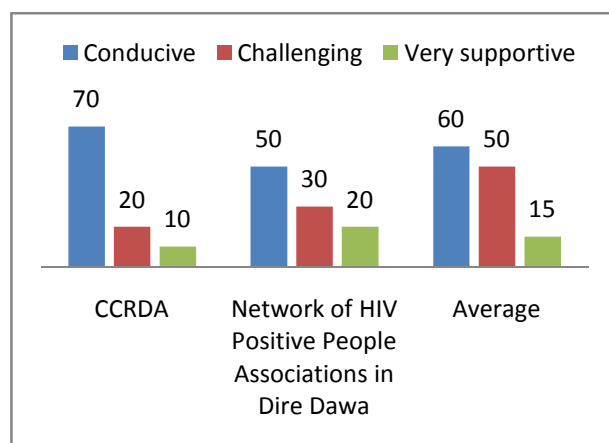
Accordingly, the average highest score is 60 implying the Administration's conduciveness to CSOs, followed by 50 which view the environment as challenging and Administration's enabling environment as supportive got the list average score rating i.e. 15. This result showed the Administration's support to CSOs to be more or less weak. Reasons for this rating, according to the interviewed network organizations; 'they feel that the local government appreciates only NGOs financial contribution but didn't recognize their capabilities and achievements, thus didn't participate CSOs in local decision making.' The government has not yet fully accepted CSOs as legitimate actors in society and agents for change or development, while many CSOs do not have full confidence in the intentions of government and are disappointed by their exclusion from participation in the consultation and program planning process. Though many CSOs work with the poor and claim to have a good understanding of the dynamics of poverty, nevertheless; they have not been regarded as partners in the poverty reduction initiative launched by the government (Kaplan, 2004).

In their concluding remarks, these networks listed few of the strengths as well as opportunities for coalition building in Dire Dawa Administration as listed down;

- ✓ The existence of already established networks
- ✓ Growing interest and coordination initiatives by government agencies, especially DDBOFED
- ✓ Existence of resourcefully NGOs which could facilitate and support CSOs coalition building and networking

4.3. Government/Community Perspective on CSOs role

This section discussed the Local Government and Community perspective on the current role of CSOs in Dire Dawa Administration. It also assisted to validate CSOs response regarding issues and challenges in partnering with the local stakeholders towards broader developmental engagements. Accordingly, a total of six governmental agencies and four community representatives were selected under this category.

The sampled Local Government Agencies were engaged in the coordination and implementation of massive developmental programs. Thus, the informants represent; Dire Dawa Administration Bureau of finance and Economic Development, Bureau of Labor and

Social Affairs (BOLSA), Women's Children's & Youth's Affairs Bureau, Education Bureau, Health bureau and Dire Dawa Administration's office of the Mayor. On the other hand community representative key informants were specifically selected from highly venerable and vast CSO's intervention Kebele's of Dire Dawa Administration.

4.3.1 Government perspective

The government informants were presented with questions deemed to assess their preferred mode of collaboration from CSOs and their view on the current CSOs involvement level. The table under summarized the responses;

Table 5: Government preferred mode of collaboration and rating on current CSOs involvement

Name of the Administrative Government Organ	Government Agencies preferred collaboration from CSOs				Gov't organs rating n CSOs involvement
	Technical expertise in different forms	Resource, especially financial support	Partnership/joint implementation to reach the unreached	Logistical support	(rating scale) v.high, v.low, high, low
Dire Dawa Administration Bureau of finance and Economic Development		******			Low (L)
Dire Dawa Administration's Bureau of Labor and Social Affairs (BOLSA),	****				High (H)
Dire Dawa Administration's Women's Children's & Youth's Affairs Bureau			****		High
Dire Dawa Administration's Education Bureau	****				Low
Dire Dawa Administration's Health bureau	****				Low
Dire Dawa Administration's office of the Mayor.		****			Low
% of rating	50%	33.3%	16.6%		L-66.6/H-33.3

As implied from the above table the majority 50% of Government bureaus mostly prefer cooperation in the form of technical support, followed 33.3 % demand financial cooperation and the rest 16.6% government organizations prefer partnership/joint implementation with the CSOs. Thus the data imply Governments own recognition of its technical gaps and appreciation of CSOs strength in specific areas and preference for inputs in the form of technical expertise.

The Local government appreciation of CSOs effectiveness and expertise is a good sign recognition and ground for further collaboration. In this regard Kumelachew and Debebe (2012) opined that CSOs have considerable capacity working in small areas and at the

community and household level. Their advantage over the public sector is that they are more flexible, more innovative, more efficient and less bureaucratic.

While, this reflect Dire Dawa Government agencies expectation, but on the other hand results of this study showed, CSOs orientation towards charity and service provision activities implemented without stakeholders collaborating. Thus unless the CSOs reinvent their implementation strategies, cognizance of such demands the prevailing implementation modality would likely continues.

These Government organs were also asked to level, the current CSOs/NGOs involvement in planning, monitoring and evaluation of their respective programs. Accordingly more than half, i.e. 66.6% viewed CSOs current involvement in government programs to be low, while the rest 33.3% rated CSOs involvement high. Reasons for the low rating of CSOs involvement for these government informants include; 'CSOs pursuance of narrow agendas, their financial resource limitation and their minimal attention, reference and alignment of their interventions with that of local government's strategic priorities.'

Thus, the local government bodies don't seem satisfied with the current level of CSOs participation. On the flip side, though the government claims to recognize CSOs expertise, it has not yet had concrete strategies and guideline that consistently accommodate CSOs participation. For instance representative of office of the Mayor replied that so far the CSOs were not given any status, whether in thematic committees or observer position, in the local council. There is also no single instance where by these Government bodies provide resource or took initiative to work together with CSOs /NGOs.

Hence it is a paradox to expect better participation from the CSOs without the Government outlining the modality for strategic partnership. This goes in line with Dessalegn (2008) observation which stresses the Government's reluctance to fully accept CSOs as legitimate actors in society and agents for development; as a result many CSOs do not have full confidence in the intentions of government and are disappointed by their exclusion from participation in the consultation and program planning process.

On top of the above mentioned issues, the local Government informants' have observed the under listed gaps, which were divers but summarized in line with the objective of this section;

- Separate imitative focusing only on the CSOs interest and that of their donors
- Minimal focus for stakeholders involvement
- Gaps in their transparency that raised concern on CSOs accountability
- Engagement in showcase and parallel programs having duplication
- Inflated reporting than their actual target reach, as observed by monitoring
- Some CSOs were established to serve few individuals interest and didn't even fulfill basic operational requirements

In their concluding remark, the interviewed Government bureaus representatives mentioned few of the current strength and opportunities for CSO/Government partnership towards engaging in broader development agendas, in Dire Dawa. These include; the Administrations' move to involve CSOs in the city's integrated development plan, internal direction was developed by BOFED so that each sector government office's yearly plan to include the thematically relevant CSOs and to consolidate their budgetary and activity plan inconsideration of that of the CSOs, and availability of GO-NGO forum to boot the partnership towards the intended socio-economic development plan of Dire Dawa Administration.

4.3.2 Community Perspective

With the objective of assessing community view on the current role of CSOs, a total of four community representatives were sampled from two highly venerable and vast CSO's intervention Kebele's of Dire Dawa Administration, under this sub-section.

To assess the local context in community participation, the informants were asked to describe the type of involvement they had with the CSOs. According to their reply, the participation modality varies from CSO to CSO, but the common one's include; training and meetings, selecting target beneficiaries, providing feedback to services and coat sharing. Though this is a good start none of the participants straightly address whether they have ever been involved in decision making, at major stages of programming.

This may imply CSOs gap in community participation and contravene the ideals of community participation which bases on the engagement of individuals and communities in decisions about things that affect their lives. Thus the trend may lead to a generalization that

these community members were being consulted in various ways rather than genuine participation. Same to this, many organizations say that they have a community participation strategy when they mean that they have a consultation strategy (Burns and Wilson, 2004).

Participation also goes with CSOs awareness and mobilization efforts for better acceptance of the development intention by the community. In this regard, these community representative informants were asked, whether the community in their respective 'kebeles' have good knowledge of CSOs engagements. In reply, three (3) of the informants said 'No' while only one (1) of the community representative believe, people in the area to have good knowledge of CSOs work.

Reasons for the minimal awareness of the community to CSOs work, according to the informants' include; CSOs selective communication focusing only with the targets in exclusion of the broader community and traditional institutions like Idirs, religious institutions and CBOs. Thus, while development of community focuses on the cultivation of social and cultural connections as well as positive relationships and networks among residents, in order to build the community, but the contextual reality showed CSOs neglect of the existing social capital within the community, in their developmental interventions (Keeble, 2006).

Moreover, for this group of informants the CSOs don't have consistent promotional and mobilization activities, apart from conducting familiarization awareness session to few people, at the time of program launching. This response cross validates findings on CSOs promotional and community mobilization gaps, which was discussed in the preceding parts of this chapter.

Though the above gaps, these informants have observed changes in the life of the community, as a result of CSOs developmental interventions. Accordingly, the observed changes include; 'Improved sanitation and health seeking behavior, improved maternal and child health, decline in school dropout, vocational skills and business initiation etc... .'

Though the above community witnessed CSOs results, the community representatives have doubt in their lasting effect. Meaning, most of the changes were observed by the time the CSOs program were at implementation phase and majority of these changes ceased together

with the ending of the programs. Thus, for the community representative the changes initiated by the CSOs are momentary, among other reasons as a result of CSOs attachment of their target participation with incentives paid to the communities, as a result by the time the programs phased out, most of the changes cease to transform. Added to this, charity driven strategy of the CSOs and dependency mentality of the targets have been contributed to further limit the impacts.

In general these community representatives appreciate role of CSOs and the changes so far. Though the gaps, specifically the informants appreciate CSOs strength in areas of; reaching poorest of the poor, innovative strategies and mechanisms of involving their beneficiaries, result oriented approaches, and timely channeling of resource to the community.

In their concluding remarks, these community representative /and beneficiary informants listed the under listed points as recommendation towards improved and sustainable results by CSOs;

- Avoid linking community participation with incentives
- Involve other stakeholders, like kebele, CBOs and Idirs in all phases of programming
- Establish strong community committee so as to sustain the impacts of their intervention
- For improved community support and buy- in of their programs, CSOs should carry out periodic community mobilization and awareness efforts.

CHAPTER-FIVE: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This final chapter of the study has three sections. First, summary of major findings of the study are presented. This is followed by the conclusion, that provide a brief note on the background of the study and draws conclusions based on the analysis and findings of the study. This is followed by recommendations that are put in order.

5.1. Summary of Findings

Base on the analysis as well as in light of the objectives, research questions and scope of the study, the major findings of the study are summarized as follows:

- The majority of Ethiopian Resident Charities/CSOs were engaged in service delivery and charitable activities that focus on individualized support. The CSOs orientation reflected their limited knowledge and awareness on the principal conditions of development aid, which among other things emphasized on; piloting innovative approaches, local capacity building, target participation, empowerment and partnership with local stakeholders and concerns for sustainability,

- The fact that, the CSOs original establishment history, date backs to major disaster responses like drought and flooding etc... ., the current legal regime, i.e. Charities and Societies Proclamation No. 621/2009 addressing of CSOs/NGOs as 'Charities' as well as donor's tight implementations guidelines contributed to CSO gaps in articulating broader role in development.

- The CSOs have limitations in target participation and collaboration with local stakeholders. They treat participation just as procedural requirement and do not adequately involve targets in decision making throughout important programming phases. Accordingly the prevailing practice in the area, reinforce the results on the CSOs knowledge and awareness gap on the principles of developmental intervention programming.

- CSOs gave minimal attention to align their plan with that of the priorities of the local government. Thus, the findings showed the CSOs preoccupation in short term and uncoordinated implementation schemes.

- Organizational capacity and networking efforts were among the major issues contributing to the success and failure of CSOs. In this regard, organizationally there is a centralized approach where by major decisions were being made at the headquarters of the CSOs, far from the contextual reality. Added to this there is manpower gap, both in number and quality of the professionals. The results showed the CSOs narrow resource base and over dependence on foreign donors. These important capacity indicators revealed main issues and challenges impacting CSOs functioning.

- CSOs in Dire Dawa have weak coalition building and networking practice. There is a tendency of working in isolation and passive engagement in existing networks. As a result, there is duplication of efforts and gaps in coordination of activities or strategic collaboration among the CSOs. Such isolated practices have impacted the CSOs collative voice, which is important to contribute and impact broader developmental agendas.

- The local government and beneficiaries appreciate and recognize the CSOs interventions so far, but still there is a miss match between the expectations and the reality. In this regard, while the local government recognizes its technical gaps in certain areas and prefers technical assistance, whereas the CSOs were found to be more engaged in charity and stand alone service delivery. Similarly, the community demand broader participation and more publicity on the work of CSOs, but in reality the CSOs were found to rely on selective communication and participation strategies that only involve targets, in exclusion of broader community stakeholders like Idirs, religious institutions and CBOs. These result cross validates the gaps identified on CSOs manpower limitations and knowhow on development programming.

- Amidst the identified issues and challenges of CSOs, there are also strength and opportunities that would facilitate to improve CSOs role and impacts of their interventions. In this regard, CSOs growing capacity of fund raising, their commendable experience in working in small areas and at the community, current support from CCRDA regional office in the form of periodic trainings and facilitation of linkage with the government, and observed encouraging signs of collaboration among CSOs were viewed by the informants as strength and opportunities.

- Similarly, there are encouraging signs for CSO/Government collaboration, initiated by the Administration including, involvement of CSOs in Dire Dawa city's integrated development plan and the onset of GO-NGO forum.

5.2 Conclusions

Worldwide CSOs were being observed to take part in alleviating poverty, mobilizing grassroots social capital and contributing to development and governance. This study was conducted in recognition of role of CSOs in overall development of an area on the one hand and the multi-faceted issues and challenges of CSOs in Dire Dawa Administration.

Thus, the study aimed to examine issues and challenges of Ethiopian Resident Charities/CSOs operational in Dire Dawa Administration. Appropriate methods and tools of data collection and analysis were employed to respond to a set of research questions deemed to achieve the study objectives. In this regard, pertinent theoretical and empirical literatures were reviewed and supplemented and/or complemented the information obtained from primary sources including key informants from CSOs, the relevant Governmental Administrative organs and the community.

Accordingly, based on the findings of the study, the main issues and challenges that limit or otherwise, CSOs developmental intervention in Dire Dawa Administration were ; the operators knowledge and awareness on the principal conditions of development aid and programming, Organizational capacity that relates to autonomy of decision making, professional competency and diversification of resource bases. Furthermore, coalition building among CSOs and partnership with the local government were found to be major issues having impact on the effectiveness of CSOs developmental interventions.

Moreover the analysis of the findings implied the above main issues and challenges to be associated with limited knowledge among CSOs on their sectoral role, which as a result oriented them to engage in uncoordinated and short term service delivery and charity oriented activities. Hence, broader understanding of the concept, rationale of establishment and wider roles of CSOs should be the primary concern of these operators.

5.3 Recommendations

In light of the study findings and conclusions, the following recommendations are in order:

- CSOs should have the knowledge and awareness on the broader role of the sector, in alleviating poverty and empowering the community before the onset of their activities. They have to re-think their role besides charity and service delivery. In this regard, CSOs should also be a learning organization that evolve and diversify scope, so as to impact lasting changes.
- Moreover, CSOs should improve their promotional effort using various communication strategies so that the public would have better awareness on their work. This would help them to mobilize support and enhance partnership and there by improve their credibility.
- Organizationally CSOs should follow a decentralized mode of operation closer to the impact area, so that they give timely contextual solution to local problems. Moreover their effort should highly be supported by professional staffs, so that their interventions would be relevant and sustainable.
- The CSOs should give due attention to target participation and adequately involve the community in decision makings on issues concerning them, than a mere consultation. Similarly they should give at most attention to align their plan with that of the priorities of the Administrative government.
- Too much dependence on foreign donors, who most of the time have their own priority and agendas as per their foreign policy, would lead to question CSOs accountability to the local community. Hence to limit such roadblocks CSOs should diversify their resource base, focusing on constituency building and sustainability.
- CSOs should improve cooperation among themselves, so as to build strong coalitions and networks that minimize duplication of efforts, boost complementarities and promote their collective voice to effect on broader development agendas.
- On the other hand, the administrative government should consider and involve CSOs as important actors and contributors in the development of the area. Especially, the local government should recognize unique capability of CSOs in piloting new initiatives and mobilization of grassroots community to development work. Thus, the Administration should design a strategy that consistently engages CSOs.

- As important collaborators to the development effort, donors should frame their priority with that of the local context and give more autonomy to their sub grantee CSO, so that they tune and reprogram their implementations, as per the changing local situations.

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ANNEX

Annex 1: Composition Key Informants

Key Informants	Number
Ethiopian Resident Charities /CSOs	
Pro Pride	
Mehal Meserete Kiristos	
Family Guidance Association of Ethiopia	
Addis Alem Charitable Society (AACS)	
Hararge Catholic service (HCS)	
Forum Sustainable Child Empowerment	
Kereni Relief and development	
Cheshire Services Ethiopia	
Dawit Aid for Aged Person	**10**
Government (Local and City Administration)	
Dire Dawa Administration Bureau of finance and Economic Development	
Dire Dawa Administration's Bureau of Labor and Social Affairs (BOLSA)	
Dire Dawa Administration's Women's Children's & Youth's Affairs Bureau	
Dire Dawa Administration's Education Bureau	
Dire Dawa Administration's Education Bureau	
Dire Dawa Administration's Health bureau	
Dire Dawa Administration's office of the Mayor	**6**
Community/beneficiary representatives	**4**
Consortium/network of CSOs	**2**
Total	**22**

Annex 2: Study instruments

Interview Questions for CSOs/NGOs

Name of CSO/NGO …………….	Name of interviewee:……………	Position:…………………………
Address of the organization:	Kebele ………	Tel. ………………

Introduction: this interview is planned with the sole purpose of soliciting information on the role of CSOs in Development, focusing on issues and challenges of CSOs/NGOs in Dire Dawa Administration. The informants view, name and organization remain anonymous. Note: the term CSO and NGO is used interchangeably and denote 'Charities and Societies' under the current legislation.

Section 1 Knowledge and awareness
1. What is CSO/NGO for you?

2. What's the rationale for establishing CSOs/NGOs?
    a. to provide relief and service
    b. to pursue individuals /founders interest
    c. to serve the interest of specific constituency/group
    d. Please specify ,if you have different answer _____
3. How do you categorize your organization's main focus/orientation?
    a. Charity oriented
    b. Service oriented
    c. Empowerment/capacity development oriented
    d. Campaigning oriented
    e. Participatory oriented

4. List two major program intervention areas and strategies followed by your organization?

	Intervention	Strategy
e.g.	Education	Awareness
1		
2		

5. To whom do you think your organization is primarily accountable? Is there self regulation mechanism that you have been following to ensure such accountability? Take to capacity part
    _____

6. What's your understanding of the concept development?
    ……

7. What do you think is the major role of CSOs in development?
    a. Charity
    b. Service provision
    c. Mobilization and piloting innovative approaches
    d. Emergency and relief
    e. Right and policy advocacy/campaigning
    f. Mention if you have different view…………………………………………………..

8. Did your organization conduct resource and program mapping in Dire Dawa?
    Yes/no

    If yes, at which stage of programming and how frequent, please describe shortly………………………

9. Based on the actual practice, at which stage of the program do you mostly involve beneficiaries/targets?
    a. Planning stage
    b. Need identification stage
    c. Implementation stage
    d. Evaluation stage
    e. Shortly describe if you have different response…………………………………………

10. What are the main external challenges in involving/participating the community?
    a. Dependency mentality of the people/targets
    b. Tight project guideline and donor requirement
    c. Government laws and regulation
    d. Lack of volunteerism
    e. Please mention if you have different answers
        ………………………………………………………………………………………………

11. List two major strategies that you have been using to sustain programmatic interventions?
    a. …………………………………………………………………………………………
    b. ………………………………………………………………………………………….

12. What opportunities do exist in Dire Dawa administration, so as to scale up the role of CSOs/NGOs in development?
    a. …………………………………………………………………………………………
    b. …………………………………………………………………………………………
    c. …………………………………………………………………………………………

13. Do you believe your organization has a stake in the development of DD Administration? (I.e. dwellers, infrastructure, environment…..)

        Yes/No

14. If yes, how do you comprehend, measure and explain it, please justify with two concrete examples;
    _____

15. How do you level the legal, institutional and policy framework of DD Administration in creating conducive and participatory environment for CSOs/NGOs?
    a. Conducive
    b. Challenging
    c. Very supportive
    d. Please mention if you have different answer…………………………………………….

Section 2 Partnership

1. Do you consult and thoroughly refer government priorities, policies and strategies while planning projects?
   a. Yes, always
   b. No, rather follow donor guideline/priorities as per the request for proposal (RFA)
   c. Sometimes
   d. Specify if you have different view …………………………………………………………………………
2. How do you rate your relation with the local government and its agencies?
   a. Satisfactory
   b. Dwindling from time to time
   c. Weak
   d. Very strong and increasing through time
   Please, shortly describe your reason /choice
   ………
3. What have you done so far to familiarize your work to the government and the public at large?
   ……………………………………………………………………………………………………
4. Do government bodies actively Participate in meetings and events organized by CSOs/NGOs?
   a. Yes
   b. No
   c. Sometimes
   d. Selectively, following only their priorities
5. How do you rate the role of State media in supporting and promoting NGOs activity?
   a. Very good
   b. Good
   c. Fair
   d. Bad and biased
6. Do you believe CSO/NGOs in the area have the interest and capacity to engage in Dire Dawa Administration's development and governance process?
   Yes/No
   If no, what are the main reasons for lack of interest and capacity? ………………………………
7. Specify at least two important priorities of residents of Dire Dawa , where by your organization contributed to improvement, in collaboration/lobbying/partnering with DD Administration's

Issues	Strategy used by your organization(NGOs/CSos)	What changes does the intervention brought/impact
e.g. Hosing	Campaign	Affordable housing policy enacted
1.		
2.		

8. Within the local government of DD Administration, is there institutional mechanism, which coordinates CSOs in development planning and decision making? Please mention the organ
   …………………………………………………………………………………………………….
9. Do you think the governance system in DD administration is supportive, inclusive and committed to ensure partnership and participation of CSO/NGOs?
   Yes/No
   If no, what are the perceived bottlenecks?
   a. ………
   b. ……
   c. ……

Section 3 Capacity of CSOs

1. At what level does your organization operates?
   a. Community
   b. City/town wide
   c. Regional
   d. National

2. Where does the majority of the organization's resource mobilization, program planning and budget decisions made?
    a. At the sub office level, here in Dire Dawa
    b. At headquarter
    c. If you have different answer, shortly specify…………………………………………………………………………………
3. From where do you get the majority of your resources?
    a. Community contribution/volunteers
    b. Foreign donors (agencies, embassies, individual sponsorship……)
    c. Service charge, coast sharing, selling of product…../income generating activities/
    d. From the national/Regional Governments and their agencies
    e. Please, specify if you have different answer …………………………………………………
4. What will happen if your organization is unable to secure funds in the short run?
    a. Stop operation till getting resource
    b. Change focus to new donor priorities
    c. Downscale and continue activities on volunteer basis
    d. Please shortly describe if you have different answer than the above listed……………………………………………………………………………………
5. Does your organization adequately staffed (in manpower number &quality) to meet its mission? Yes/No
    If no, state the reason behind behind…………………………
6. Least 3 main internal weaknesses of your organization, affecting its developmental interventions.
    a. …………………………………………………………………
    b. …………………………………………………………………
    c. ………………………………………………………………….
7. In what way does the capacity limitation affect your contribution to DD development ?
    …………………………………………………………………………………………
8. How do you rate your organizations engagements in policy advocacy
    a. weak
    b. strong
    c. not yet started
    d. Specify if you have different response ………………………………………………….
9. What do you think is the major internal reason that limits the participation of the community in development work?
    a. Resource limitation
    b. Professionals capacity limitation/ weak staffing/
    c. Organization's narrow policy and guidelines
    d. Lack of brooder awareness and knowledge on the benefits
    e. Please mention if you have different answer ……………………………………………………
10. What are the specific strengths of your organization, which may be used to limit the existing capacity gaps?
    a. …………………………………………………………………………………………
    b. …………………………………………………………………………………………
    c. …………………………………………………………………………………………
10. What opportunities do currently exist for CSOs in Dire Dawa administration?
    a. …………………………………………………………………………………………
    b. …………………………………………………………………………………………
    c. …………………………………………………………………………………………

Interview Guide for Network/consortium CSOs

Part 1**:**

1. As a network/consortium, describe your organization's main engagement towards contributing the broader developmental objectives of Dire Dawa Administration?
    a. ....
    b. ....
    c. ....

2. What are the mechanisms used by your organization to share information to the public and coordinate efforts of your network members?
   a. ……………………………………………………………………………………………
   b. …………………………………………………………………………………………

3. How do you see the participation of member in the network/consortium?

   a. Very strong
   b. Strong
   c. Weak
   d. Very weak

4. Do CSOs in Dire Dawa have self-regulation mechanisms like codes of ethics and accountability standards? What have done in this regard ?
   ....

5. In general terms, do you think CSOs in Dire Dawa have a culture of networking, collaboration and harmonization of efforts?

   Yes/No
   If no, why is that ………………………………………………………………………

Part 2

6. How do you level, CSOs/NGOs involvement in planning, monitoring and evaluation of the <u>local government's</u> programs?
   a. very high
   b. very low
   c. low
   d. high

7. Please substantiate your answer for the above question no.9
   ....

8. Within the local government of DD Administration, is there institutional mechanism, which coordinates CSOs in development planning and decision making? Please mention ………………………………

9. How do you level the legal, institutional and policy framework of Dire Dawa Administration in creating conducive and participatory environment for CSOs/NGOs?
   e. Conducive
   f. Challenging
   g. Very supportive

10. Please state your choice for the above question (Qn..)
    ....

11. As per your view which one characterizes CSOs in Dire Dawa Administration?
    e.   collaboration and network
    f.   a tendency of operating in isolation,
    g.   Competition with others
    h.   Duplication of efforts and absence of coordination

12. What do you think are the main challenges of CSOs for collective voicing and coalition building, that potentially diminished CSOs role and contribution to Dire Dawa?…………………………………………………………………………………………

13. List few of the strengths as well as opportunities for coalition building in DD Administration?
    a. …………………………………………………………………………………………
    b. …………………………………………………………………………………………
    c. …......…………………………………………………………………………………

14. What's your recommendation for improved collective effort and collaboration of CSOs/NGOs in the area ?
    a. From CSOs side …………………………………………………………………………
    b. From the administration and its sector agencies ………………………………………….
    c. Community..

   Thank you for your time and Cooperation!

Interview questions for Community representatives

1. As community committee representative and beneficiary of CSOs program, what way have you been participating in the programs?
   a. Training and meetings
   b. Need identification and programming
   c. Selecting target beneficiaries
   d. Receiving the services and providing feedback

2. Does the community in your 'kebele' have good knowledge of CSOs development intervention?
   Yes/No
   If no, please list the reasons...

3. Have you observed changes in the life of the community? How do you describe these changes?..........

4. Are the changes sustainable after CSOs programs phased out?
   Yes/No
   If no, why is that ....

5. As community committee representative and beneficiary what strength have you observe on the CSOs ?..

6. As community committee representative and beneficiary what gaps do you observe on CSOs intervention you have been participated?...

Interview questions for the Administrative Government Bureau representatives

1. What is CSO/NGO for you?_____
2. Which collaboration do you mostly prefer from NGOs?
   a. Technical expertise in different forms
   b. Resource ,especially financial support
   c. Partnering to reach the unreached
   d. Logistical support
   e. Specify if you differ ....
3. How do you level, CSOs/NGOs involvement in planning, monitoring and evaluation of the local government's programs?
       A. very high   C. very low
       B. low   D. high
4. Shortly specify the reasons for your answer above;
   ....
5. What role does the administration expect from CSOs, in the local development of Dire Dawa?
   …………………………………………………………………………………………
6. Is there a gap between the actual and the expected?
   Yes/No
   If yes, shortly describe the gaps;
   ...………………………………………………………………………………………….
7. Is there a mechanism to involve CSOs/NGOs in the city/local council or other governmental forums, please state (in local development agenda setting, policy dialogue, implementation and evaluation...)
   …………………………………………………………………………………………
8. Is there a system that measure CSOs/NGOs contribution to the administration's/bureau social and economic development?
   Yes/No
   If yes state the tracking mechanisms,……………………………………

9. Does the administration has local policy guidelines/strategies/standards that NGOs expected to adhere to and mechanisms to reduce show case projects and parallel/duplication of programs?

    Yes/NO

  If yes, please shortly describe…………………………………………………………

10. As representative of the administration/bureau, how do you feel about NGOs contribution in the area?
      a. Satisfied
      b. dissatisfied
      c. medium
      d. very satisfied

11.   What are underlying problems you have observed on CSOs/NGOs operating in the administration?
      a. ....
      b. ……………………………………………………………………………………………

12. What 's your recommendation for improved role of CSOs/NGOs in Dire Dawa administration
      d. From CSOs side
      ……………………………………………………………………………………………
      e. From the administration and its sector agencies
      ……………………………………………………………………………………………
      f. Community

Thank you for your time and Cooperation!

Annex 3: Map of Dire Dawa Administration