Enhancing Civil Society Organizations and Women’s Participation in Ethiopia:
A Program Design for Civil Society and Women’s Empowerment

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Final Report

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The views and recommendations expressed in this report are solely those of the MSI Assessment Team and are not necessarily those of USAID or the U.S. Government.
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<th>ACRONYMS</th>
<th>Definition</th>
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<tbody>
<tr>
<td>ACAT</td>
<td>Advocacy Capacity Assessment Tool</td>
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<tr>
<td>ADLI</td>
<td>Agricultural Development Led Industrialization</td>
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<tr>
<td>AI</td>
<td>Appreciative Inquiry</td>
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<tr>
<td>BEN</td>
<td>Basic Education Network</td>
</tr>
<tr>
<td>Birr</td>
<td>Ethiopian currency (US$1.00 = Birr 8.60)</td>
</tr>
<tr>
<td>CAO</td>
<td>Civic Advocacy Organization</td>
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<tr>
<td>CBO</td>
<td>Community Based Organizations</td>
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<tr>
<td>CEDAW</td>
<td>Convention of the Elimination of All Forms of Discrimination Against Women</td>
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<tr>
<td>CGB</td>
<td>Cereal Grain Bank</td>
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<tr>
<td>CRDA</td>
<td>Christian Relief and Development Association</td>
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<tr>
<td>CSO</td>
<td>Civil Society Organization</td>
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<td>CSO-CBP</td>
<td>Civil Society Organization-Capacity Building Program</td>
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<td>DA</td>
<td>Development Assistance</td>
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<tr>
<td>DAG</td>
<td>Development Assistance Group</td>
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<tr>
<td>DCHA</td>
<td>Bureau for Democracy, Conflict, and Humanitarian Assistance</td>
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<td>DG</td>
<td>Democracy and Government</td>
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<tr>
<td>DFID</td>
<td>Department for International Development</td>
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<td>DHS</td>
<td>Demographic and Health Survey</td>
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<td>DPPC</td>
<td>Disaster Prevention and Preparedness Commission</td>
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<tr>
<td>DSA</td>
<td>Decentralization Support Activity</td>
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<tr>
<td>EHRCO</td>
<td>Ethiopian Human Rights Council</td>
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<tr>
<td>EMPOWER</td>
<td>Ethiopian Management of Participatory Opportunities for Women in Extension and Research</td>
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<tr>
<td>ENSEI</td>
<td>Ethiopian NGO Sector Enhancement Initiative</td>
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<tr>
<td>EPRDF</td>
<td>Ethiopian People's Revolutionary Democratic Front</td>
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<td>EU</td>
<td>European Union</td>
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<tr>
<td>EWLA</td>
<td>Ethiopian Women’s Lawyer Association</td>
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<tr>
<td>FGC/FGM</td>
<td>Female Genital Cutting/Mutilation</td>
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<tr>
<td>FHH</td>
<td>Female Headed Household</td>
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<tr>
<td>FY</td>
<td>Fiscal Year</td>
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<td>GBI</td>
<td>Gender Budget Initiatives</td>
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<td>GOE</td>
<td>Government of Ethiopia</td>
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<tr>
<td>HIV/AIDS</td>
<td>Human Immunodeficiency Virus/Acquired Immunodeficiency Disease</td>
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<tr>
<td>HTP</td>
<td>Harmful Traditional Practices</td>
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<tr>
<td>ICT</td>
<td>Information and Communication Technologies</td>
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<tr>
<td>Iddr/idd</td>
<td>Burial society</td>
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<tr>
<td>INGO</td>
<td>International Non-governmental Organization</td>
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<tr>
<td>IR</td>
<td>Intermediate Result</td>
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<tr>
<td>Kebele</td>
<td>The smallest administrative association</td>
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<td>LNGO</td>
<td>Local Non-governmental Organization</td>
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<tr>
<td>MCB</td>
<td>Ministry of Capacity Building</td>
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<tr>
<td>MHH</td>
<td>Male Headed Household</td>
</tr>
<tr>
<td>MOE</td>
<td>Ministry of Education</td>
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<tr>
<td>MOJ</td>
<td>Ministry of Justice</td>
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<tr>
<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
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<tr>
<td>NCFS</td>
<td>National Coalition for Food Security</td>
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NEWA  Network of Ethiopian Women’s Associations
NGO   Non-governmental Organization
OCAT  Organizational Capacity Assessment Tool
PAN   Poverty Action Network
PLWA  People Living With AIDS
PMP   Performance Management Plan
RCWDA Rift Children and Women’s Development Association
RFA   Request for Application
PTA   Parent-Teacher Association
SDPRP Sustainable Development and Poverty Reduction Program
SME   Small and Medium Enterprises
SO    Strategic Objective
SOW   Scope of Work
SNNPR Southern Nations, Nationalities, and Peoples’ Region
SR    Shadow Report
UNDP  United Nations Development Program
USAID United States Agency for International Development
Woreda Lowest level of government administration to which budget resources are
devolved
WDIP  Women’s Development Initiative Project
EXECUTIVE SUMMARY

Purpose of Study: USAID/Ethiopia is seeking to implement a program to provide broad-spectrum support to civil society in selected regions and districts in Ethiopia. It anticipates awarding cooperative agreement(s) resulting from this design to be reformatted as a Request for Application (RFA) to contribute to the achievement of USAID/Ethiopia’s SO 15 – “Capacity for Good Governance Increased.” This design focuses on strengthening civil society capacity to engage government and to expand and enhance women’s participation in political processes. Interactions with other SOs are also discussed.

USAID Ethiopia proposed the following objectives and scenarios as part of a new strategy and development paradigm for a response to shocks and famine: SO 13 Increasing Capacity to Anticipate and Manage through Shocks; SO 14 Increasing Human Capacity and Human Resiliency; SO 15 Increasing Capacity for Good Governance; and SO 16 Increasing Market-led Economic Growth and Resiliency. The paradigm involves three strategic scenarios: the best case (key policy actions carried out); the second scenario (incomplete reform); and worst case (renewed conflict). Drought could overlay any of the scenarios. The strategy focuses on building livelihood systems, as opposed to emergency assistance to vulnerable populations.

The number and importance of cross linkages between other SOs and DG to enhance civil society are many and significant. Some of these potential linkages are given in the design in Section 4, and termed “buy-ins” because activities in other SOs have appropriate funding structures and can incorporate DG aspects both to enhance sector-specific activities and to capacitate civil society.

Ethiopia and NGOs: Ethiopia ranks 169 out of 175 on the Human Development Index and has a GDP per capita of US$100. With a population of over 69 million, the life expectancy in Ethiopia is 45.7 years with the population growing at 2.7%. The fertility rate and maternal mortality rates are both high. The HIV/AIDS rate is approximately 6.6% for the entire country with 55% of infected adults being women. Over a quarter of households are headed by women, the majority of whom (83%) have undergone some method of female genital cutting/mutilation (FGC/M). Literacy and education rates are low at all levels, particularly for females, as gender-based violence limits female enrollment.

Women are given equality in the Constitution of 1994, but gender-based inequalities remain huge and women lack access to resources and participation at all levels. This impacts the lives of women tremendously - from rural women’s ability to obtain basic food security, to gender-based violence which leaves them susceptible to rape, abduction, forced marriage, and FGC, to lack of access to land, to lack of employment opportunities, and to lack of political participation. Women are massively underrepresented in the government, few women know their rights and law enforcement is minimal.

The history of NGO development in Ethiopia correlates with droughts and famines during the last three decades, producing a strong response from the international community. Most NGOs were created by voluntary individuals, rather than with popular support, and therefore lack constituencies. Under the Derg, civil society consisted of burial societies and self-help traditional and community-based associations. Under the current government, there is a re-examination of CSOs in general, be they professional, business, ethnic, religious, labor federations, or sectorally-based. The sector is young and weak compared to other African countries.

Ethiopian or local NGOs (LNGOs) tend to be small, distinguished by sector, capability, and location. Public acceptance of LNGOs is low, based on the perception that they have substantial assets and high salaries. Donors and INGOs are categorized as ‘good’ or ‘bad’ NGOs. Registration with the Ministry of Justice is a cumbersome procedure and all LNGOs are taxed. Civic advocacy organizations (CAOs) have greater difficulty than developmental and humanitarian NGOs. UNDP and the Disaster Prevention and Preparedness Commission (DPPC) estimate that NGOs bring in about 5% of all external assistance to the
country, perhaps generating $40-$50 million per year. The enabling environment is troubling for both INGOs and LNGOs, especially if they are involved in advocacy. Only 10% of NGOs have advocacy interests. Most do not have advocacy in their mission statements and think that policy change was not an area for NGOs. The Ethiopian Human Rights Council (EHRCO) and Ethiopian Women’s Lawyers Association (EWLA) are among the preeminent advocacy CAOs. Both have had difficulties registering, had funds impounded, and have been closed down.

Networks of NGOs are a new phenomenon. Most are thematically based and help to build capacity of their members. In some cases, they allow LNGOs to go beyond relief and development into advocacy work. At present, there are no apex organizations (groups of networks).

**Reform Agenda:** For CSOs and NGOs to build resiliency against famine in their delivery of development and humanitarian services, they would need to advocate for: (a) land tenure policy reforms at the national level; (b) clear establishment of equal land access and use rights for women; (c) policies supportive of independent and democratically operated service cooperatives; (d) voluntary participation in resettlement and for ensuring human rights of those resettled; and (e) service delivery and citizen participation in committee structures at local levels. USAID/Ethiopia can assist NGOs in dealing with these issues, by providing technical assistance at national, regional, and woreda levels to capacitate their advocacy skills, build financial transparency, increase strategic planning, etc.

In terms of emergency preparedness for shocks, CSOs could help to hold government accountable for preparedness and response, especially if they could operate at woreda and kebele levels, involving local communities in the formulation of plans for crisis management. However, a design program from the MCB suggests increased government control over CSOs by building structures similar to government and having the MCB control funding activities. USAID’s DG aims may not be in concert with these tenets, and if such a program is to be implemented, it would affect Mission strategies.

Aside from the NGOs that advocate for women/gender issues, most CSOs need to consider gender issues and include women on their boards. In terms of DG issues for the 2005 elections, USAID/Ethiopia should help increase the number of women candidates and put gender issues on the political agenda.

**Suggested Activity Designs:** Suggestions for designs are given for strengthening civil society capacity and and expanding women’s participation in political processes. Originally termed “DG Best Buys,” suggested design activities could be either stand-alone, separate activities, or component parts of larger activities. The level of resources has not been factored in due to USAID/Ethiopia’s DG funding uncertainty. The DG budget is the smallest of the SOs, and there are few woreda/kebele level DG activities. A cost-effective way to accomplish DG activities is to add on DG and gender activities to other SOs, especially at the local level.

Eight design options are specified below. Suggestions are given for FY 1-3 because of USAID funding uncertainties, possible interference by MCB programs, possible interference by Scenarios 2 and 3 (non-reform compliance and conflict), and drought. The eight design suggestions also address the location (national, regional, woreda, kebele). Designs 4.2.1-4.2.5 focus specifically on DG, while designs 4.2.6-4.2.8 focus on DG/gender issues.

**Design 1:** Technical assistance to CAO networks is critical to increase advocacy in civil society. Using Appreciative Inquiry methods, a new initiative would mentor them in advocacy and constituency building in terms of leadership, financial management, and M&E. CAO networks’ presence could be expanded to regional and woreda levels.

**Design 2:** CRDA, currently the only umbrella organization, could benefit from support to develop advocacy fora and task forces. Other nascent umbrella organizations need capacity building and
mentoring. Apex organizations are needed to facilitate the networking of networks. Gender issues and affirmative action should be folded into the strategic programming.

Design 3: NGO “think-tanks” should be assisted to carry out advocacy and policy-related efforts such as political debates in the run-up to the 2005 elections to consider issues such as land tenure policy, women’s rights to own land, constituency-based platforms for candidates, etc. The Mission should assist media personnel (journalists and broadcasters) with workshops to cover elections in terms of candidate selection and stands, campaigning practices, results monitoring, etc.

Design 4: Cross-sectoral buy-ins would best be carried out in activities at the local level. Illustrative design examples include the following. For SO 16, build in DG components in targeted woredas with farmers groups to increase capacity to withstand shocks at the local level; DG activities on how to govern formal and informal groups, decision-making and equitable resources-sharing, financial accountability and transparency, leadership development, as well as methods to advocate for government services could be attached to technical activities that target farmers at the woreda level. For SO 13, DG activities can assist Cereal Grain Bank Associations to provide cushions against famine shocks. These are natural DG laboratories where members vote, cooperate, develop trust in each other, and build social capital in their communities. For SO 14, health committees draw members from religious organizations, farmer extension groups, women’s affairs associations, and members of other CBOs to meet quarterly to discuss health outreach and woreda issues. DG and election issues can be included in these discussions.

Design 5: Training prominent leaders (e.g., from the former Ethiopian Enterprise Network, originally developed by USAID, the Women Exporters Association, and private sector health care delivery providers) as DG advocates could draw on their expertise in advocacy and negotiation. Activities can include fora and media campaigns to provide safe space where political parties, chambers, associations, and other interest groups can discuss “hot-button issues” and develop partnerships to resolve differences and solve common problems. Prominent citizens are often sources of quality leadership and voluntary service essential to the effectiveness of social services, which is especially important in national disasters.

Design 6: Activity suggestions for women’s empowerment in relation to the election include: promoting women candidates; building capacity of perspective women candidates; raising capacity for journalists to raise gender issues; aiming for a quota system of 30% of elected positions to be held by women; and expanding voter education programs for women. Other ideas are to create a network of women politicians who can meet with the women’s NGO networks; to train potential candidates in agenda setting, electoral systems, alliance building, leadership, constituency building, gender mainstreaming, fund raising, and use of the media, etc.; and to identify gender issues with high levels of consensus to use as election issues. An additional design, based on an example in USAID/Mali, is a leadership capacity development activity to create a cadre of young women who might be involved in future leadership positions.

Design 7: Gender considerations should be integrated into Mission activities (such as BESO 2, DSA, and a variety of SO 16 activities, including any sequels to the former EMPOWER project). This can be accomplished by: (a) adding staff to deal with the sub-activities; (b) developing gender content for existing implementers to use with their traditional customers; and (c) working through local organizations to develop an agenda of women’s issues for the area. Illustrative examples include: capacitating Girl’s Advisory Committees and PTAs in enhanced ED/DG collaboration; enhancing the curriculum to include girls’ sports and self-defense; encouraging all parents to join PTAs; and using health projects to include educational campaigns against harmful traditional practices (HTPs) and gender-based violence, disseminating voter education materials, etc. A USAID activity in neighboring Uganda, provides village women with cell phones for enhancing livelihood strategies along with other DG activities such as monitoring government services and election results.

Design 8: Activities for the prevention of gender-based violence can include components to: (a) sensitize and retrain law enforcement bodies; (b) sensitize men and boys on the problems with HTP and the
alleviation of gender-based violence; (c) build capacity of CSOs to provide advocacy leadership; and (d) build capacity of faith-based CSOs to help local populations prevent and deal with gender-based violence.

**Further Study:** Suggestions for further study involve the need for additional information concerning civil society, media, private sector, GOE’s activities, and upcoming elections, so as to inform various design aspects. These include investigation of: (1) networks that are in the process of formation in terms of their numbers, goals, organization, and funding; (2) the MCB’s proposed design program for CSOs; (3) LNGO’s capacity at regional and woreda levels, and how to increase their regional and woreda presence; (4) interest of private sector businesspeople and groups in advocacy issues and working with CSOs; (5) the GOE’s activities on gender issues and support to female candidates for the 2005 election; (6) the functioning of traditional village methods to combat gender-based violence; (7) CRDA’s functioning in terms of conflicts and cooperation to facilitate a design for other umbrella and apex organizations; (8) how SO teams could include DG and gender issues in their activity portfolios; (9) potential avenues for capacitating the media concerning DG activities; (10) the GOE’s use of gender-based budgeting initiatives at woreda level in terms of functionality and results; and (11) the use and results of the Appreciate Inquiry method in current workshops with LNGOs, donors, and others.
1. INTRODUCTION: PURPOSE OF REQUEST

The language below (Sections 1 and 2) is intended to assist USAID/Ethiopia in developing an RFA to support civil society and women’s political participation. Information therein also provides background, justification, and rationale for the proposed design activities.

USAID/Ethiopia is seeking to implement a program to provide broad-spectrum support to civil society in selected regions and districts in Ethiopia. It anticipates awarding cooperative agreement(s) resulting from this design to be reformatted as a Request for Application (RFA).

Work performed under this award will contribute to the achievement of USAID/Ethiopia’s Strategic Objective (SO) 15 – “Capacity for Good Governance Increased.” The primary objectives of this activity are to have:

IR 1. Accountability by Regional and Local Governments Improved;
IR 2. Civil Society Capacity to Engage Government Strengthened;
IR 3. Mechanisms for Conflict Prevention and Resolution Improved; and

This SO takes as its goal strengthening institutional and social structures to improve resiliency in communities and reduce famine vulnerability, hunger, and poverty. Without democratic governance, these issues cannot be addressed effectively. The idea turns on the fact that access to health care, education, land tenure shares, market and agricultural information, food aid, etc., usually requires exercising political and civil rights. The implementation of such rights are often associated with democratization processes, because it is only through discussion, exchange, expression of voice through decisions, including voting, that these needs can be understood and implemented. The promotion of civil society is a cornerstone to any functioning democracy. This initiative seeks a more efficient and effective engagement of local NGOs as part of civil society.

Governance is at the center of all the other efforts USAID/Ethiopia intends to undertake in this strategy (see Annex 1: Results Framework). Capacity building, policy reform, and women’s economic and political empowerment are common themes that cut across all the SOs proposed in this strategy. All require improving government capacity to deliver services, including early warning of disasters and improved basic education and health services. Civil society and government must be able to engage in constructive dialogue on the country’s economic needs and developmental priorities. Steps were taken in this direction during the formulation of the Government of Ethiopia’s (GOE) Sustainable Development Poverty Reduction Strategy (SDPRP). The practice of including civil society in development policy dialogue is new and has been partly embraced by government, but impeded by a lack of capacity of the civil society?

USAID’s strategy for SO 15 proposes to improve government accountability at the regional and local levels. Its first step is “to strengthen regional governments’ capacity to manage public finance and ensure the timely and transparent flow of funds for social service delivery.” This was initiated under IR 1 with an on-going project, the Decentralization Support Activity (DSA). This IR will not be addressed here except for the potential to increase gender budget initiatives (GBIs) in it (see below). In IR 2, the desire is “to build the capacity of civil society to engage in policy formulation, debate, adoption and implementation.” IR 4 aims to “improve women’s participation in governance with an eye towards improving the overall situation of women’s rights in Ethiopia and towards providing opportunities for women’s economic and political empowerment. This design focuses on IR 2 and IR 4, as per the scope of work (SOW—Annex 2); interactions with IR 1 and 3 and other SOs that are discussed as appropriate.
This design contributes to policy reform and impacts on civil society on the following fronts: SDPRP, advocacy roles in general and especially for the 2005 elections, and inclusion by government in decision-making arenas. The unknown factor is the amount of control that government will gain from the proposed NGO code law and design from the Ministry of Capacity Building (MCB). There could be regression, because the Zero Draft document from the MCB could retard the passage of the NGO legislation and mandate increased government control of CSOs. This would not have a large impact on the upcoming election since they will take place in May 2005, but rather on the future engagement of CSOs with government, especially on their ability to play advocacy roles.

1.1 USAID’s New Strategy: Resiliency increased
USAID Ethiopia has proposed four action areas (SOs) as part of a new strategy and development paradigm to develop a new response to the shock of 2002 – 2003. These action areas are SO 13 Increasing Capacity to Anticipate and Manage through Shocks; SO 14 Increasing Human Capacity and Human Resiliency; SO 15 Increasing Capacity for Good Governance; and SO 16 Increasing Market-led Economic Growth and Resiliency. The Knowledge Management SO 17 would support the other SOs with information, analysis, and research on food security and vulnerability. The new paradigm would involve three Strategic Scenarios. In the best case, key policy actions would be carried out including a national population policy, land reform policies, expansion of health programs, preparation of a new HIV/AIDS strategy, policy reform on resettlement, agricultural input/output reform, passage of new NGO/civil society legislation, etc. By contrast, the second scenario would be incomplete reform in which the above policies and/or reforms would not be completed. The third scenario would be renewed conflict triggered by the withdrawal of UN Peacekeepers because of boarder conflicts with Eritrea. Drought could overlay any of the above scenarios and trigger crop failure, labor market instability, increased malnutrition rates, increased grain/animal price ratios, and so forth. The total strategy focuses on capacitating livelihood systems as opposed to providing only emergency assistance to vulnerable populations.

1.2 The challenge IR 2 and IR 4

IR 2 - Civil Society Capacity to Engage Government Strengthened
- Operating environment for civil society organizations improved;
- Access to information on government processes expanded;
- Civil society organizations’ capacity to actively engage in policy formulation and advocacy strengthened; and,
- Partnerships between civil society and governments in policy development and implementation increased.

IR 2 aims to improve the overall ability of civil society organizations (CSOs) “to engage with government and communities to advocate for policies that will help to build social and economic resilience and to improve the delivery of services.” Activities aim to focus on the ability of CSOs and communities “to advocate in times of shock for timely, adequate, and transparent government response to meet emergency needs.”

The idea is to capacitate CSOs and give them ‘voice’ so they can be more effective in: (1) advocacy and policy dialogue with government, donors, and constituencies; (2) use of policy research to critique public policies; (3) service delivery functions generally and in times of
The time period leading up to the 2005 elections is another challenge for acceleration of the democratic progress. USAID/Ethiopia wants to support civil society’s abilities to enhance: (1) voter education; (2) improve “the quality and openness of public debate on key issues, such as food security;” (3) reforms necessary for economic growth; and (4) pastoralist communities abilities to withstand shocks. A new SOW for Election Assessment will examine the operational environment for CSOs and CAOs in the run-up to the 2005 election.

The second challenge is:

**IR 4 - Women’s participation in political processes expanded and enhanced.**

- Percentage of women holding elected office at the federal, regional and woreda level increased;
- Percentage of women holding formal leadership roles at the community level;
- Women’s participation in political processes increased; and
- Protection of women’s legal rights expanded.

According to USAID/Ethiopia’s strategy, the challenge under this IR is to improve women’s participation in economic and political decision-making. A two-fold strategy is needed: to enhance women’s political participation and voice in elected and voluntary situations and to prevent bodily harm to girls and women. A variety of local sectors and partners are envisioned to make this happen. From the CSO side, NGOs and networks of NGOs that are advocates for gender equality and women’s rights can be strengthened by technical assistance and training. As well, other NGOs can be helped to incorporate gender issues and affirmative action (women’s membership) in them. Additional societal sectors including the media, religious institutions, community elders, and local administrations can become partners in the fight to guarantee women’s (human) rights. This encompasses eliminating violence against women and girls, trafficking in persons, abduction of girls, as well as eradicating harmful traditional practices (HTPs) such as female genital mutilation/cutting (FGM/C). Engaging men and boys is essential in these endeavors, as is enhancing legal services and enforcement processes.

USAID/Ethiopia wants to strengthen women’s direct political participation by training and fielding “female candidates for public office in a non-partisan manner, and to educate women to use their votes to improve their socioeconomic status.” To this end, general civic education programs on the importance of standing for and voting in elections are essential. Methods to identify and assist qualified women candidates are also needed. The use of the private media, as well as journalists’ capacity to understand and critique different parties’ handling of gender issues need to be strengthened prior to the 2005 elections.

**1.3 USAID’s Democracy and Governance (DG) assistance**

(This section is included in the document as a guide for this design.)

According to the HID/DG team, USAID’s DG recent assistance to date includes the following items, which are also reflected in the PMP (Performance Management Plan). Comments regarding their relation to the proposed design are noted as appropriate.

(a) The Ethiopian NGO Sector Enhancement Initiative (ENSEI) implemented by Pact, that helped to capacitate 83 NGOs, was phased out in September 2003.
Relation to design: Designs to continue to assist the NGO sector are given in Section 4.2.1-4.2.3 to provide technical assistance to a CAO network, the formation of umbrella and apex organizations, and sponsorship of political debates for NGO think-tanks.

(b) The Judiciary Training Project, implemented by the Federal Supreme Court, was phased out in February 2004.

(c) The Decentralization Support Activity (DSA) project is functioning at present. The deliverables for this project include a budget planning system that promotes performance-based funding allocations, a financial reporting system that is comprehensive, a work plan-based budgeting for governments and selected regions, an automated budget and accounting systems at federal, regional, and zonal finance institutions, as well as in those finance institutions online for the four large regions (this assumes ICT infrastructure in place), staff training for 26,644 at woreda level, and institutionalization of procedures and management of the above systems.

Relation to design: Design to assist with gender budgeting initiatives (GBIs) exercises in terms of training and monitoring is given Section 4.2.4.

(d) The USAID/Ethiopia DG team does a close review of: (1) CSO activities and their working environment; (2) the status of the new draft of the NGO law; (3) possible involvement of CSOs in the country's SDPRP process, including in its implementation, monitoring, and evaluation process. According to the DG team, “this is a fierce contest that is going on between the government and the CSOs at present. Reports are made on donor group meetings, CSO meetings, donor group and Ministry of Finance and Economic Development meetings, etc.”

Relation to designs: Close follow-up concerning the MCB’s Zero draft will be critical to providing technical assistance to the NGO sector in general, and in capacitating networks, umbrella, and apex organizations. Also see Annex 8.

(e) USAID/Ethiopia attends and reviews various for organized by advocacy CSOs on policy dialogues/issues, women/gender issues, human rights issues etc.

Relation to the designs: This is critical to all the proposed designs. For the NGO sector these are 4.2.1-4.2.3, and for gender issues these are 4.2.6-4.2.8.

(f) USAID/Ethiopia reviews preparations for the upcoming elections in May 2005. It is preparing a SOW for an Elections Assessment and subsequent actions that “will examine the operational environment for CSOs and identify opportunities to create space for the competition of political ideas in the run-up to the 2005 elections.”

Relation to the designs: These are important for all aspects of the design, and for gender issues for 4.2.7.

1.4 Cross-sectoral linkages

The number and importance of cross linkages between other SOs and DG are many and significant, and another deliverable document considers this for the other units and SOs (see
Annex 4: Spring and Groelsema, USAID/ETHIOPIA SO15 Capacity for Good Governance Increased: Opportunities for Cross-Sectoral Linkages: A Concept Paper). SO 15, is, in fact, located in the center of the Results Framework (see Annex 1) and surrounds itself with SO 13-14 on one side, and SO 16-17 on the other. The Cross-Sectoral Linkages Concept Paper suggests interconnections of DG and these sectors, based on focus group interviews with USAID/Ethiopia SO teams conducted in May 2004. Some of these potential linkages are given in the design as illustrations (Section 4). These are termed buy-ins because activities in other SOs can incorporate DG aspects both to enhance sector-specific activities and to capacitate civil society. This is also appropriate because of funding structures; buy-ins from the SOs with higher budgets than DG can accomplish the goals of the strategy.

2. BACKGROUND ON THE COUNTRY, WOMEN AND GENDER ISSUES, AND CIVIL SOCIETY ORGANIZATIONS

2.1 Brief overview of Ethiopia: Demographics
(Note: this could be put in an annex.)

The Federal Republic of Ethiopia has nine regional states (Afar; Amhara; Benshangul-Gumuz; Gambela; Harari; Oromia; Somali; Southern Nations, Nationalities, and Peoples (SNNP); and Tigray) and two chartered cities: Addis Ababa and Dire Dawa. The major ethnic groups are Oromo (32%), Amhara (30%), Tigre (6%), Somali (6%), Welayta (5%), Gurage (4%), Sidama (3%), Afar (2%), Hadiya (2%), Kembata (1%), Keffa (1%) and others (8%). In terms of religion, Ethiopian Orthodox are 50.5%; other Christian (11.1%), Muslim (33.3%), and others (5.1%). Amharic is the official language, and English is the major foreign language taught in schools, while Oromigna and Tigrigna are the other main languages. Agriculture (2001-2 figures) accounts for 43% of GDP, industry only 11%, and other services 46%.

The country has a population of 69.1 million (2003 figures), and a population growth rate of 2.7%. Life expectancy is 45.7 years (see below for data on women in marginalized areas). Ethiopia ranks 169 out of 175 on the Human Development Index, with a Real GDP per capita of US$100 compared with US$500 for all of Africa. Most people live in the rural areas (about 57 million or 85%). The poverty and vulnerability indices are high with the poverty head count ratio of 44% and food poverty (extreme hunger) rate of 57%.

In spite of male mortality in border and other conflicts, the female population is lower than the male population at 49.8%. The prevalence of HIV/AIDS is about 6.6% for the entire country, with a rate of 13.7% in the urban areas; 55% of infected adults are women. Female heads of households (FHHs) total 26% (23% in rural and 41% in urban areas). Eighty three percent of women have undergone some method of Female Genital Cutting/Mutilation (FGC/M) from clitoridectomy to infibulation. Maternal Mortality Rates are high (GOE figure: 871 per 100,000 live births; WHO figure: 1,100 per 100,000 live births). Mortality is compounded by FGC, especially infibulation; unsafe abortion; poor maternal nutrition; lack of ante-natal care and health care for birth complications. The Fertility Rate is 5.9 (but lower in urban areas than in rural areas). Similarly, under-five mortality rates are also high at 187.8 per 1,000. No gender-disaggregated figures were available to ascertain gender-differential mortality and morbidity for infants and children.
Low literacy and education rates obtain at all levels, and they are gender-differential. The gross primary school enrollment rate (2001/2) is 62% (72% boys and 51% girls) with the overall girls to boys ratio at 70%, while the gross secondary school enrollment rate (2001/2) is about 15% for boys and 11% for girls, and the gross tertiary enrollment rate (2001) is only 1.3% for males and 0.5% for females (see Annex 5).

2.2 Gender issues
In terms of women’s rights, equality under the law is provided for all citizens in the Ethiopian Constitution of 1984, but existing legal codes and law enforcement do not protect women from violence, abduction, FGC, or trafficking (See Annex 6 for a list of legislation on women’s rights). To address these issues, the GOE created institutional mechanisms, including the Women’s Affairs Office under the Prime Minister, women’s affairs departments within line ministries, and women’s affairs bureaus in the regions.

Gender-based inequalities and gender-power inequalities in relation to access to resources at household and community levels affect food security. These may be of long-standing, but the consequences during disasters and shocks in the modern period have serious consequences to the definition of vulnerable populations. In the rural areas, poor women stand out as vulnerable, and even their low body mass index and poor health attest to their vulnerability. They have less access to credit, labor markets, and support networks. Women in polygynous households and FHHs may have fewer social connections and fall outside the safety net programs designed to help. Even wives in male-headed households (MHHs) lack decision-making capabilities. In all these cases, there is difficulty in reaching these vulnerable women and their children, and power relations hinder women’s participation. Women’s social networks need to be strengthened to respond to shocks, and their access to productive resources needs special mechanisms to be assured. The design for cross-sectoral gender-based DG buy-ins, Section 4.2.6 suggests that a follow-on at local level of the activities done under the EMPOWER project would address these issues.

Lack of land tenure presents a barrier. Some women benefited from the 1975 Land Proclamation that did not discriminate by sex, but FHHs are disadvantaged in their access and use of land for production. When they do have plots, they may be smaller and on steeper slopes. Women are not thought to be farmers, and the Amharic word for farmer (means plowing and sowing) is male, while, women who do agricultural work such as seed selection, weeding, and harvesting, may be labeled as ‘helpers’ or ‘non-farmers.’ In plow-based grain systems, women are often prevented from plowing and owning oxen. In other areas, such as the enset regions in the SNNRP and in hoe-based agriculture, both sexes work in agriculture. Women are allowed to own livestock, although their holdings are smaller than men’s. Still they may not be labeled as farmers, and therefore are ineligible for services. Rural women’s livelihoods also include food processing, petty trading, and crafts.

Government services such as extension and the dissemination of new technologies tend to be oriented towards men, and women (especially FHHs) are by-passed. USAID/Ethiopia’s recently ended EMPOWER Project had much success in remedying many of these constraints by enhancing women’s access and participation, and thereby increasing their household food security needs.
Women operate about 65% of micro-enterprises and 26% of small-scale manufacturing enterprises in the country. Growth is constrained because of lack of capital and management ability and limited networking. In 2002, micro-finance reached 41% women (out of 510,000 clients), but probably not many FHHs. The implication is that any Mission-sponsored micro-credit activity would target women, as well as men, and FHHs, as well as women in male-headed households.

There is special interest in women in pastoral communities. Afar, Somali, and Borana women have heavier workloads than men, but little decision-making abilities. They have access but not control over livestock. Widows are inherited, but in times of stress, the husband’s male relatives often refuse, leaving them vulnerable (without productive resources). Women’s health is severely compromised by FGC and lack of health care, and they have a lower life expectancy compared with men: in Afar is it 6.1 years less than men, with 3.3 years in Somali, and .9 years in Harari. Polygyny has only a 15% incidence, and needs to be examined in relation to female mortality; men remarry as wives die. Girl’s education is minimal; few attend school and those who do rarely go beyond the fourth grade.

2.2.1 Gender and governance

Data from the 2000 elections in terms of successful women candidates show that women hold 7.6% (42 out of 547) seats in the House of People’s Representatives, 12.9% (244 out of 1,891) seats at the regional level, 6.9% (4,687 out of 70,430) at the woreda level, and 13.9% (129,116 out of 928,288) at the kebele level. Power has mostly been decentralized to the woreda level, but this is where women have the lowest representation. Women comprise 26% of federal court judges in Addis Ababa, and 22% and 3% respectively in Amhara and Gambella Regional State Courts. (See data tables Annex 5.)

A new tool, gender-sensitive budgeting, as a way to hold public spending accountable for gender equality at the woreda level has been a recent government mechanism, but it is not known if this is practiced, or whether it does increase equity, accountability, and transparency in terms education, work, or access to other resources. Depending on ground-truthing, GBIs could prove valuable to improving gender equality, and are included below as an additional activity for the DSA Project (Section 4.2.4).

In terms of women and conflict, the country is prone to violence against women, which may be exacerbated during conflict. A traditional mechanism for the Arsi Oromo is the “sinke,” a special stick that women carry both to protect themselves from mal-treatment and acts of violence and to stop conflicts. The role of “sinke” under situations such as fighting, war, disease outbreak or severe drought, “is to bring peace among the fighting or warring parties, to punish those who do damage to women…” (RCWDA 2001:4). Use of “sinke” plays a significant role in protecting women’s rights and ensuring that women get respect from the community. NGOs working in Oromia (e.g., Hundee and RCWDA) say they utilize such traditional DG mechanisms in project activities. The design for the prevention of gender-based violence, Section 4.2.8, suggests that this be investigated for results.

The Ethiopian Constitution provides protection for women, but violence against women is a culturally accepted phenomenon that includes domestic violence, social and sexual harm (rape, abduction), and FGC. Gender-based violence limits girls school attendance, affects health in terms of FGC and sexually transmitted infections such as HIV/AIDS. Legal codes and local
enforcement barely deal with this situation. The Ethiopia Women’s Lawyers Association (EWLA), an advocacy NGO (with 300 hundred members including 159 women attorneys), has tackled gender-based violence and been successful in prosecution. They have also proposed a “Domestic Violence Act” as a special section of the criminal law. Few women, however, know their rights, and law enforcement is minimal.

2.3 Background of the CSO/NGO sector and current situation
This section summarizes the findings of this TDY that was based on meetings with NGOs, as well as a review of their documents. It provides the background to understand the history and how NGOs are viewed, the nature of their funding, and the enabling environment in which they must operate. Comments are given on how women and gender issues fit into the sector, on the nature of NGO think-tanks and their publications, and on volunteerism in relation to the sector in order to inform the design activities.

“The history of NGOs in Ethiopia directly correlates with the occurrence of droughts and famines during the last three decades” (Pact OCAT 2000:3). These shocks produced a response from the international community, bilateral and multilateral donors, and international NGOs (INGOs) for assistance and relief operations. Ethiopian NGOs existed before the 1990s, but subsequently the number of local NGOs (LNGOs) has increased dramatically.

Most NGOs were created by voluntary individuals, and did not grow out of popular support. They lack constituencies, and are viewed as “providers” while the communities where they work are the “recipients.” During the Dergue, farmers’, women’s, and youth associations, including cooperatives, were formed by imposition, and civil society consisted of iddr (burial societies) and self-help traditional and community-based associations. Under the current government, there is a re-examination of CSOs in general, be they professional, business, ethnic, religious, labor federations, or sectorally-based (health, agriculture, education, etc.). They are seen as “cash cows,” donor focused, and not constituency based. Government considers them “flies in the ointment.” The sector is young and weak compared to other African countries such as Kenya and South Africa. They have not learned from the INGOs about having strong constituencies in their own countries.

Ethiopian LNGOs tend to be small in membership numbers, and may be categorized in terms of their service as development, humanitarian, charity, faith-based, ethnic, business, professional, as well as in terms of their aims such as advocacy and human rights.1 They may be distinguished by sector, capability, and location (national, regional, woreda). (Mapping of LNGOs will be done by the European Union, but the categories and degree of inclusiveness are not known. INGOs working in the country are better known, although a matrix of their activities and locations is also needed.)

Public perceptions of LNGOs are often based on noting their affluence—seeing directors and employees having good salaries and driving around in nice cars (Horn Consult 2003). More critical are donors, government, and INGOs who make distinctions between ‘good’ and ‘bad’ NGOs. Some are accused of being “family businesses,” brief-case NGOs, My Own NGOs (“MONGOs”), and Government Organized NGOs (“GONGOs”). Common estimates put their total number around 1,400 of all sorts, with about 1000 being registered. Official 2004 figures from the MCB state that 675 organizations, “with some 20 percent international,” are registered. The MCB (2004) states that the scale of civil society in Ethiopia is large because there are 39 million members of iddr in the country with 7,000 just in Addis Ababa, while equbs
(community savings and credit associations) have 21 millions members, and 9 million members are in other self-help groups.

LNGOs mostly receive funding from external sources, and donors have looked to them for ways to assist ethnic-based communities using host-country nationals who know the cultures and terrains. Donors believe that they can contribute to the political, economic, and social aspects of the country, if their weaknesses can be corrected. USAID has funded a number of individual INGOs (e.g., Pathfinder) and LNGOs (e.g., Pastoral Concern Association Ethiopia), and built capacity of 83 LNGOs through the ENSEI project.²

A major critique by Ethiopian researchers (e.g., Rahmato 2002) and government (MCB 2004) is that of most LNGOs and INGOs are too urban-based. Seventy to eighty percent are located primarily in Addis Ababa, and 90% of the remaining activities outside the capital are in the four largest regions: SNNPR, Amhara, Oromia, and Tigray. The regions close to Somalia and Sudan have few activities. A report for Oxfam/CRDA evaluating NGOs argues that in terms of famine relief and recurring food shortages, NGOs need “to re-assess their past efforts and chart new strategies" for long-term change, since many do the same thing over and over again in terms of relief and development (Horn Consult 2003).

2.3.1 Enabling environment
Some LNGOs have been bogged down in lengthy procedural issues (registration and licensing) with the Ministry of Justice (MOJ). Originally renewable annually, most functioning LNGOs can now expect to renew their licenses every three years. If NGOs are CAOs (see Annex 3 for definition of terms), or come close to doing some advocacy, their difficulties in registration are greater; they have been closed down, had their bank accounts frozen, and their fund-raising halted. CAOs have greater difficulty than developmental and humanitarian NGOs. All LNGOs are taxed, which cuts into their externally derived funds. Some sector networks have found it easier to register as a single NGO rather than as a network (e.g., Basic Education Network--BEN).

Both INGOs and LNGOs are subject to monitoring and evaluation (M&E) by the Disaster Prevention and Preparedness Commission (DPPC), and must pay per diem and other costs for the evaluators. Those with good M&E instruments find it an easier process than those with poor M&E, since DPPC staff members can just use the well-devised instruments. The capacity of DPPC staff varies by national, regional, and woreda level staff. Staff at higher levels tend to be better than those at lower levels. LNGOs that do not have good M&E systems in place and/or do not have good relations with the DPPC are vulnerable to these M&E procedures going awry and their licenses not being renewed.

2.3.2 NGOs and advocacy
LNGOs that work on needs-based relief, charity, service delivery, and development have few problems compared with those that want to challenge policies and practices, raise public issues, and deal with sensitive topics (e.g., land tenure, resource allocation, sector reform). One report estimated that only 10% of NGOs have advocacy interests. The Ethiopian Human Rights Council (EHRCO) and Ethiopian Women’s Lawyers Association (EWLA) are among the preeminent advocacy NGOs or CAOs. Both described difficulties in getting registered, having funded impounded, and being closed down. The former deals with human rights violations, while the latter deals with violations of women’s rights, provides legal counsel for poor women, and holds public awareness programs on violence against women. These two organizations, plus some
INGOs such as Panos, have been suspended at various times because of their advocacy. Most NGOs do not have advocacy in their mission statements, and 65% of a recent sample thought that policy change was not an area for NGOs.

2.3.3 Sectoral networks, umbrellas and apex organizations
The construction of networks of NGOs is also a new phenomenon. Most are thematically based and promote topics such as environment, gender/women, HIV/AIDS, pastoralism, reproductive health, rural development, etc. Networks help build capacity of their members, are usually formally constituted, and enable NGOs to cooperate with each other. In some cases, they allow NGOs to go beyond relief and development into advocacy work. There are about 10 networks including BEN (education), NEWA (gender), OVC and Forum on Street Children (orphans and vulnerable children), ENCONL (elections), HIV/AIDS (Addis Ababa Action AIDS Network), Community Based Rehabilitation Network, Micro Enterprise Forum and Association of Ethiopian Micro-Finance Forums (credit and microfinance). Information sharing is usually through network meetings and forums. There are coalitions working on advocacy such as Coalition of Civil Society Organizations (housed in Action AIDS). Fifteen organizations are on its task force, and another 50-60 may join. A network has recently formed on Civic Education composed of 17 CSOs and has presented a joint plan to donors. In particular, there are about 20 CAOs (Annex 7) that are in the process of forming at network. INGOs such as Pathfinder are in the process of organizing a coalition of local partners to work on reproductive health and eradication of FGC.

The Christian Relief and Development Association (CRDA) is currently the only umbrella organization, since CEVO (Consortium of Ethiopian Voluntary Organizations) is defunct. It has a membership of about 134 NGOs and 17 INGOs with about seven forums and a variety of issue-based task forces. Members bring issues forward, while it lobbies government on the enabling environment, thereby combining advocacy with development. Some NGOs dislike CRDA serving as the main umbrella organization, and note that it is a faith-based network linked to Christianity, although it does have some Muslim members. Others view it as being too conservative and not focusing on advocacy, while aiming to consolidate and speak for all NGOs.

The difference between an umbrella and apex organization is that umbrellas are groups of individual NGOs/CSOs, while apex organizations are groups of networks. At present, there are no apex organizations. Discussions with a variety of NGOs suggest that they would appreciate having apex organizations for greater strength, especially in advocacy.

2.3.4. NGOs and gender/women’s issues
The Network of Ethiopian Women’s Associations (NEWA) coordinates NGOs working on gender/women’s issues, and is specifically focused on gender equality and public campaigns to promote, advocate, and lobby for women’s rights. NEWA and EWLA produced the Shadow Report (SR) in 2003 that critiques the GOE biannual report to the Convention of the Elimination of All Forms of Discrimination Against Women (CEDAW) to which Ethiopia is a signatory. The SR cites legal codes and data to combat the GOE’s lack of gender-disaggregated data and inaction (see Annex 5).

Gender issues as cross-cutting advocacy themes are often confused with a technical focus on women clients. Individual NGOs vary in terms of their consideration of gender issues. Some focus entirely on helping women in terms of reproduction (e.g., Gemini Trust) or development (e.g., Rift Valley Children and Women Development Association--RVCWDA), but do not deal with advocacy on gender issues. As well, many NGOs, particularly the development NGOs and professional associations, have few women clients or board and general members, and rarely or never deal with gender issues.
2.3.5 NGOs and funding
LNGOs often piece together funding from embassies, INGOs, other LNGOs, bilateral and multilateral donors, GOE line ministries, sales of items, membership fees, donations from charitable groups in developed countries, etc. Unlike INGOs, they do not receive funding from local constituencies, and as of May 2004 were not allowed to do local fund-raising. LNGOs’ abilities to do budgeting and accounts vary widely. Their activities and strategies are inconsistent due to weak and changing funding. UNDP and DPPC estimate that NGOs bring in about 5% of all external assistance to the country, perhaps generating $40-$50 million per year. It is anticipated by the MCB (2004) that NGOs, networks, and umbrella organizations will be able to raise funds and qualify for tax breaks, and that eventually the business and philanthropic sectors will receive tax considerations for their support to NGOs. The MCB proposed program aims to set up a ‘trust fund’ of donor contributions that would allow CSOs to access public funds and generate income (see Section 3 and Annex 8).

2.3.6 NGOs, research, publications, and media
A number of LNGOs are professional associations and ‘think tanks,’ formed by academics to produce professional journals and publish research. Some want their research to be used as a basis for informing policy. To this end, they have sponsored forums and published data and opinions. Almost all NGOs produce and disseminate newsletters, pamphlets, posters, etc. USAID/Ethiopia does not seem to have these documents, and an assortment of such publications and media output would be helpful in contextualizing some of the issues. Some NGOs have used radio (e.g., Panos pays for broadcast time on gender issues) and television (EWLA put a difficult case to solve on TV), while others have made videos of successful activities. All these publications and media components are a part of civil society, but their effectiveness in Ethiopia has not yet been measured or evaluated.

2.3.7 NGOs and volunteerism
A number of reports note that wealthy businesspersons could be assets in supporting LNGOs, since “it is common among wealthy businessmen to do philanthropic work” (Anon, 2003; Horn Consult 2003) The MCB zero draft document (Annex 8) suggests that perhaps their contributions could be tax deductible. It is also argued that they can provide quality leadership and voluntary service especially in times of shocks and natural disasters.

3. THE REFORM AGENDA FOR CSOS AND GENDER ADVOCACY

3.1 Donor and CSO actions
Although it was beyond the scope of this team to assess the donor environment for civil society support, donors and international NGOs are highly visible in Addis Ababa, and the eventual design will need to consider which NGOs, networks, and umbrellas they support and the array of activities undertaken. For example, in May 2004, the EU was conducting an NGO sector mapping exercise, and NEWA announced that Swedish SIDA had provided a $8m birr grant over three years to develop the women’s NGO network. NEWA has also received funding from Canadian CIDA and the government of Ireland.

For CSOs and NGOs to build resiliency against famine in their delivery of development and humanitarian services, they would need to advocate for: (a) land tenure policy reforms at the national level; (b) clear establishment of equal land access and use rights for women; (c) policies supportive of independent and democratically operated service cooperatives; (d) voluntary participation in resettlement and for ensuring human rights of those resettled; and (e) service delivery and citizen participation in committee structures.
at local levels. While investigation of and compliance with laws and codes related to these issues are beyond the scope of this design, USAID/Ethiopia can assist NGOs in many ways to deal with these issues, by providing technical assistance to capacitate their advocacy skills, build financial transparency, increase strategic planning, etc. The Mission can strengthen CSOs at national level and build capacity at regional level to advocate for policy reform. The mission wants to promote activities for its own program that can be harmonized with the GOE as stated in Annex 13 of the ISP (2004).

The following design will contribute to policy reform, as it impacts on civil society on these fronts: SDPRP, advocacy roles in general and especially for the 2005 elections, and inclusion by government in decision-making arenas. The unknown factor is the amount of control that government will gain from the pending NGO code law and the proposed MCB design. There could be regression, because the Zero Draft document from MCB could retard the passage of the NGO legislation and mandate increased government control of CSOs. This would not have a large impact on the upcoming election (since they will take place in May 2005), but could impact on the future engagement of CSOs with government, especially on their ability to play advocacy roles.

The donors have been meeting through the Development Advisory Group (DAG), and call for more open CSOs regulatory regimes, simpler registration, better reporting arrangements, and more equitable treatment of CAOs. With funding from DFID, the MCB recently conducted a study and put in place a CSO capacity building program (to be funded by the World Bank) where CSOs could tap public resources. But the MCB is also calling for CSOs to be held accountable, increase transparency, and take responsibility for implementing the SDPRP to a greater degree and doing better M&E.

The MCB and MOJ approval of NGO legal instruments/codes (including the NGO Code of Conduct) will be considered by the donors in June. This is based on the Zero draft document from the MCB (2004) that includes proposals for capacity building of DPPC staff for better understanding, implementing, and working with NGOs and CAOs on M&E (see section below and Annex 8).

Strengthening the CSO sector generally would require building more support networks, especially ones that are concerned with advocacy, as well as creating umbrellas and apex organizations. In May 2004, the Poverty Action Network (PAN) submitted a Memorandum of Agreement to register its network with the MOJ. The other alternative would have been to place it under CRDA, as has occurred previously, but the consensus by their constituent NGOs was for the former. This step supports the notion that the time is right for additional umbrella organizations and apex organizations to be formed. On the current drawing board is a proposal to assist networks to provide standard services; take a larger advocacy/policy influencing role; influence and lead regional efforts and initiatives; forge linkages and transfer management skills and knowledge; and play a role in self regulation.

Hence, a two-fold strategy of capacity building for advocacy is required. DG capacitation is needed for existing networks (e.g., NEWA, BEN, etc.), as well as for those that might impact on elections. Selected NGOs (e.g., Panos, EWLA, Progynist, etc.) need support for their advocacy programs in terms of strategic planning and programming activities.

In terms of emergency preparedness for shocks, CSOs would help to hold government more accountable for preparedness and response. In particular, NGOs and CAOs can report on progress at woreda level, if they have a presence there and become more effective at that level. Similarly, if they can involve local communities in the formulation of plans for crisis management, they can be effective at the kebele level. If they become more proficient in their own financial accounting and transparency, as well as in their own M&E, they can help monitor budget allocations, including gender-based budgeting, and transfers of funds from the center to the woredas for food security.
3.2 The proposed Ministry of Capacity Building design program
The MCB’s CSO Zero Draft, issued May 2004, proposes a CSO Capacity Building Program design; this design team received it the last day of the TDY, and was not able to discuss it with any of the NGOs interviewed or with the Mission. Although it is not in the SOW of this design to analyze the document, it seems important to review its directions, since there are large consequences for any CSO design. USAID may want to carry out certain activities prior to or in support of the MCB initiatives proposed. Annex 8 explores the document and its potential for CSOs. The MCB design program suggests increased government control, creation of CSO structures similar to government, funding through the MCB, and activities controlled the MCB. USAID’s DG aims may not be in concert with many of these tenets.

3.3 DG and Gender Issues
In light of the 2005 elections, USAID/Ethiopia should look back at the 2000 election in terms of increasing the number of women candidates and getting gender issues on the political agenda. EWLA, collaborating with International Foundation for Elections Systems, implemented a national project to enhance women’s participation by: (1) raising their awareness to make informed voter decisions; (2) encouraging parties to include “a good number of women” as candidates; and (3) encouraging women with no party affiliation to be candidates. EWLA held nine large forums reaching all regions, issued publications, bought radio airtime, and had a hotline legal advice service for women candidates. Nevertheless, the results were disappointing.

Annex 5 discusses how the low number of women elected officials is based on a twofold problem, a female candidate may have little support, and it is particularly difficult to face a party candidate who has every form of support. EWLA concludes that “without strong machinery, adequate resources, and political commitment, the political participation of women will remain unchanged, despite supportive policies and laws” (2003:33).

4.0 SUGGESTED DESIGN ACTIVITIES

4.1 Funding levels and constraints
Suggestions for designs are given below for IR 2 Civil society capacity to engage government and IR 4 Women’s participation in political processes expanded and enhanced. Originally termed “DG Best Buys,” they have been grouped into component parts that could be separate activities, projects on their own, or the components could form one large project. The level of resources has not been factored in due to USAID/Ethiopia’s DG funding uncertainty. Contractors in the RFA process would need such budgetary definition from USAID/Ethiopia.

On the one hand, the ISP states “for USAID/Ethiopia assistance to have an impact that fundamentally changes the governance situation in Ethiopia, SO 15 requires more resources than the proposed core funding level (2004 Approximately $44 million over the life of the strategy would be necessary for “credible impact on the Capacity for Good Governance Increased Strategic Objective” and $2 million per year for government financial reform. On the other hand, the current figures might be closer to $1 million for government responsiveness, $1.3 million for civil society (including women’s empowerment activities), $1 million for joint civil society/government initiatives to address development challenges and improve the quality of governance, and $200,000 for women’s reproductive rights. Stand-alone women’s empowerment activities “probably would not be feasible, but will have to be incorporated into other civil society activities. During the first year of the new strategy implementation, this support would
focus on strengthening civil society’s ability to engage in elections, as Ethiopia’s Parliamentary elections are scheduled for 2005.” This activity will be addressed in the SOW on Election Assessment, although an illustrative design for women and elections is given below.

The DG budget seems to be the smallest of the SOs, and other than the DG DSA project that is strengthening fiscal activities at the woreda level, there are no other woreda/kebele level DG activities. An optimal and cost-effective way to accomplish DG activities is to add on DG and DG/gender activities to SOs 13, 14, 16, and 17. To the extent that the Mission decides to adopt cross-sectoral buy-ins, these would best be carried out in projects and activities at the local level so as to produce favorable impacts to withstand shocks. Illustrative examples are given below.

4.2 Suggested Design Activities
Given the background and current environment on CSOs/NGOs/CAOs and gender issues delineated above, the following design activities are suggested. These could be stand-alone, separate activities or component parts of larger projects. It should be noted that suggestions are only given for FY 1-3 because of USAID funding uncertainties, possible interference by MCB programs, possible interference by Scenarios 2 and 3 (non-reform compliance and conflict), and drought. The 8 design suggestions also address the location (national, regional, woreda, kebele) because there is a tendency for work to be at the national level only, whereas regional, woreda, and kebele presence is essential. Designs 4.2.1-4.2.5 focus on DG, while designs 4.2.6-4.2.8 focus on DG/gender issues.

4.2.1 Design to provide Technical Assistance to CAO Network(s)
Technical assistance to nascent CAO Networks is critical for increasing the advocacy aspects of civil society. A new project should build on ENSEI, but move to new levels and in new directions. Initially, it would assist in providing technical assistance (on such things as strategic planning, leadership and management, financial transparency, etc.) to one or more of the nascent CAO networks. A method suggested, and that is being used for organizational building and restructuring, is Appreciative Inquiry (AI). This method (Cooperrider and Whitney 1999) involves systematic discovery of what gives a system “life” and strengthens a system’s capacity to heighten positive potential, a perspective that is much needed in Ethiopia’s CSO community. The intervention reduces negativity, and uses previously untapped inspiring accounts of the positive (see Annex 9).

Some CAOs are currently in the process of forming new advocacy networks. The new initiative would require mentoring them in advocacy and constituency building. They will also need: (1) mentoring (more than training) in terms of leadership, financial management, and M&E; (2) capacitation in the use of public relations to demonstrate positive benefits; (3) training in fundraising techniques; and (4) guidance in use of ICT and media. The PACT-supported Advocacy Capacity Assessment Tool (ACAT), under construction in May 2004, would measure their improvements in advocacy skills and other aspects. Suggestions for operating these activities using business-like models (e.g., sliding fees charged for support services) have been suggested by the Mitchell Group (Singer and Demeke 2002). The business model may or may not be feasible for Ethiopia at this juncture. Special programmatic aspects would be required to expand their reach to regional levels, since there is a tendency for most activities to be done in Addis Ababa. Either an INGO with capacity and presence in Ethiopia or a technical assistance team of experts could be contracted to carry out the following activities in the locations specified.

Table 1 Design for Providing Technical Assistance for one or more CAO Network(s)

<table>
<thead>
<tr>
<th>Activity</th>
<th>FY1 Task/sub-tasks</th>
<th>FY2 Task/sub-tasks</th>
<th>FY3 Task/sub-tasks</th>
<th>Sub-IR measurements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provide</td>
<td>1. Use AI methods to elicit</td>
<td>1. Add additional</td>
<td>1. Add additional CAOs</td>
<td>1. # Networks assisted</td>
</tr>
<tr>
<td><strong>technical assistance to newly formed CAO network(s)</strong></td>
<td><strong>issues of concern for the network(s)</strong></td>
<td><strong>CAOs to the network and carry out 2 and 3</strong></td>
<td><strong>to the network and carry out 2 and 3</strong></td>
<td></td>
</tr>
<tr>
<td>--------------------------------------------------------</td>
<td>----------------------------------------</td>
<td>------------------------------------------</td>
<td>------------------------------------------</td>
<td></td>
</tr>
<tr>
<td><strong>2. Do strategic planning with 20 CAOs in terms of coordinating advocacy issues of importance.</strong></td>
<td><strong>2. Administer ACAT</strong></td>
<td><strong>2. Administer ACAT</strong></td>
<td><strong>2. #media campaigns; funds raised, 3. #/types of advocacy positions taken</strong></td>
<td></td>
</tr>
<tr>
<td><strong>3. Mentor CAO Network in advocacy tools, public relations, media campaigns, ICT use, and fund raising.</strong></td>
<td></td>
<td></td>
<td><strong>4. #/types issues promulgated</strong></td>
<td></td>
</tr>
<tr>
<td><strong>4. Develop accountability model for CAOs use with constituents.</strong></td>
<td></td>
<td></td>
<td><strong>5. #ACAT scores increased</strong></td>
<td></td>
</tr>
<tr>
<td><strong>4. Develop advocacy activities on election issues and voter education.</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Expand individual CAOs and CAO networks presence to regions</strong></th>
<th><strong>1. Provide TA for CAOs that have regional offices</strong></th>
<th><strong>1. Add additional CAOs regional components</strong></th>
<th><strong>1. # regional CAO offices given TA</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>2. Assist CAOs to open regional offices and do strategic planning with them</strong></td>
<td><strong>2. Build regional constituencies</strong></td>
<td></td>
<td><strong>2. #constituents</strong></td>
</tr>
<tr>
<td><strong>3. Develop accountability models that CAOs can use with their constituents.</strong></td>
<td></td>
<td></td>
<td><strong>3. #/types issues promulgated</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Expand selected individual CAOs presence to selected woredas</strong></th>
<th><strong>1. Carry out feasibility study on location of targeted woredas for CAO sub-activities.</strong></th>
<th><strong>1. Add additional woredas and build constituencies</strong></th>
<th><strong>1. # woredas</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>2. Develop some presence of selected CAOs in targeted woredas.</strong></td>
<td><strong>2. Identify stakeholders and client groups to continue activities in 20 woredas.</strong></td>
<td><strong>2. #constituents</strong></td>
<td><strong>2. #/types issues promulgated</strong></td>
</tr>
</tbody>
</table>

---

**4.2.2 Design for Umbrella and Apex Organizations and CRDA Assistance**

The only umbrella organization at present, CRDA, is a powerful ally in the NGO and GOE realms. Further study is necessary to know how USAID might support the various forums and task forces within it, as well as facilitating its institutional growth as an umbrella organization. But support to CRDA should be connected with advocacy to maintain this client and ally. Gender issues and affirmative action (in terms of staff members and clients) could be folded into the strategic programming. An activity is given in Table 2, with the caveat that the specifics must be determined. (All we were able to do was to gather NGO opinions about CRDA and to hear from CRDA’s executive director opinions about the organization. The future implementing partner needs to explore different avenues to support a more effective NGO umbrella and apex environment.)

The second project activity is to develop other umbrella organizations, weighing whether or not there could be membership overlap between them and CRDA. Technical support for new umbrella organizations would include some of the same items as for forming networks, with the emphasis on mentoring after initial training. There could also be support for developing techniques for monitoring the (pending) new NGO Code. Again, techniques such as AI workshops could devise methods for umbrellas to use to ‘police’ or monitor individual NGOs and networks in terms of their financial methods, general conduct, etc. Various umbrella organizations could focus on the same or different aspects of civil society, service delivery, and advocacy.
If several umbrellas can exist, then there can be the creation of apex organizations that may be a combination of advocacy and other types of networks. This would facilitate the networking of networks. Here again the use of AI in building such organizations is suggested.

Table 2 Design for CSO Umbrella and Apex Organizations and CRDA Assistance

<table>
<thead>
<tr>
<th>Activity</th>
<th>Tasks/Sub-tasks FY1</th>
<th>Tasks/Sub-tasks FY2</th>
<th>Tasks/Sub-tasks FY3</th>
<th>Sub-IR measurements</th>
</tr>
</thead>
</table>
| Create Umbrella and Apex Organizations | 1. Assess the enabling environment for CSOs in light of the MCB changes  
2. Use AI methods in workshops to link networks and NGOs into 2 Apex organizations  
3. Mentor apexes in strategic planning, relations with MOJ and MCB  
4. Mentor in terms of SDPRP goals and M&E | 1. Administer ACAT tool  
2. Add additional networks and NGOs  
3. continue  
4. continue | 1. Re-assess the enabling environment  
2. Add additional networks and NGOs.  
3. Add additional networks and NGOs.  
4. Add additional networks and NGOs. | 1. # apex orgs and stakeholders  
2. #NGOs involved  
3. # of advocacy positions taken  
4. #M&E, format devised accountability, ACAT scores |
| Capacity building of Umbrella and Apex organizations | 1. Mentor in use of transparency, accountability  
2. Facilitate publications from Apex organizations  
3. Develop media and publicity campaigns | 1. Link organizations in email list serves  
2. All other activities continue | 1. All other activities continue | 1. # mentored and results  
2. types of accountability  
3.# of publications  
4. #/types of media and publicity campaigns |
| Build Constituencies | 1. National level  
2. Regional level | 1. Add additional networks and NGOs | 1. Add additional networks and NGOs | |
| Develop CRDA advocacy fora and task forces | 1. Use AI methods to consider how CRDA can use and do advocacy in its activities  
--delineate types of advocacy through series of workshops | 1. Administer ACAT tool  
2. Provide training in DG tools and methods | 1. Administer ACAT tool  
2. Provide training in DG tools and methods | 1. #fora and task forces  
2. ACAT scores  
3. # NGO members trained in DG methods  
4. #/type DG activities by CRDA |

4.2.3 Design for sponsorship of political debates for NGO “think-tanks” and Media

The third design is to support a variety of advocacy and policy-related efforts to break the cycle of recurrent famine in Ethiopia using NGO/CAO-hosted or sponsored political debates in the run-up to the 2005 elections by raising issues such as land tenure policy, women’s rights to own land, constituency-based platforms for candidates, etc. NGO “think-tanks” such as the Forum for Social Studies, Ethiopian Economic Policy Research Institute, Agricultural Economics Society of Ethiopia, etc., along with the Ethiopian Coalition Against Famine should be assisted with small amounts of funding to carry out these sub-activities.

In terms of the media, there is government control of television, radio, and press. The present situation is not propitious for technical assistance. But this bears watching, since it has been stated that the government will grant licenses to FM stations in August 2004. News and information is important to a functional democracy in general and in terms of election coverage. It is important for civil society to have access to these democratic avenues, but it is difficult to suggest new designs unless the donors can use their weight to open these arenas. There are some major questions if such stations are licensed such as: What will the start-up fees be and who will be able to afford them? How will the general public have
access to FM radios? What curbs, if any, will government place on such things as broadcasting times, show content, and types of allowed programming?

The Mission could also assist media personnel, such as journalists and broadcasters with workshops on ways to cover elections (e.g., candidate selection, campaigning practices, candidates’ stands on land tenure, gender, and other advocacy issues, results monitoring, etc.), and it is suggested that the Mission consult with the Elections Assessment Team scheduled to go out in July 2004.

**Table 3 Design for sponsorship of political debates for NGO “think-tanks” and Media**

<table>
<thead>
<tr>
<th>Activity</th>
<th>Tasks/Sub-tasks FY1</th>
<th>Tasks/Sub-tasks FY2</th>
<th>Tasks/Sub-tasks FY3</th>
<th>Sub-IR measurements</th>
</tr>
</thead>
</table>
| Political Debates  | 1. Assist in sponsorship of fora on civic issues relating to elections  
2. Assist in hosting political debates between candidates | 1. Assist in sponsorship of fora on civic issues          | 1. Assist in sponsorship of fora on civic issues          | 1. # fora, stakeholders, participants, attendees, debates |
| Advocacy publications | 1. Assist in publications on civic issues relating to elections | 1. Assist in publications on civic issues                | 1. Assist in publications on civic issues                | 1. # publications and readers/users |
| Location(s)        | Addis Ababa and regional capitals                     | Addis Ababa and regional capitals                       | Addis Ababa and regional capitals                       | 1. # regions expanded to        |

4.2.4 Design for a Cross-Sectoral DG Buy-ins

Annex 4 describes cross-sectoral linkages with the other SOs. To the extent that the Mission decides to adopt cross-sectoral buy-ins, these would best be carried out in projects and activities at the local level so as to produce favorable impacts to withstand shocks. Illustrative design examples are given below. For example, building in DG components in the work with voluntary-based groups and farmers groups of various sorts (water management, credit, etc.) could increase capacity to withstand shocks at the local level, as people would be better apprised of their rights, be apprised of whom to contact for access to and delay in services, gain experience in group decision-making, receive election and campaign information, etc. This would take place in targeted woredas. Additional staff can be hired to deal with the sub-activities or existing implementers can be trained in DG content to work with their traditional customers.

For instance, in terms of SO 13, DG activities can target and assist Cereal Grain Bank Associations (CGBs), including some that are specifically for women, which can provide up to three months cushion against famine shocks. These are natural DG laboratories where members vote, exercise voice in their affairs, cooperate, develop trust in each other, build social capital in their communities, and learn to empower themselves. Other aspects, such as literacy and numeracy training, especially for women, also take place.

For SO 14, for example, health committees draw members from religious organizations, farmer extension groups, women’s affairs associations, and members of other CBOs to meet quarterly to discuss health outreach and woreda issues. DG and election issues can be inputted to these discussions (also see some gender-related DC and health examples below).

For example, in agriculture (SO 16), lessons on how to govern formal and informal groups, decision-making and equitable resources-sharing, financial accountability and transparency, development of leadership, as well as methods to advocate for government services could be
attached to activities at the woreda level. In activities that target women and men farmers for technology services and training, DG-type components such as decision-making, networking, leadership, governance of various types of CBOs, financial transparency, advocacy for rights in government services, etc. could be added to technical aspects of the SO’s activities.

### Table 4 Illustrative DG By-ins Designs with SOs 13, 14, and 16

<table>
<thead>
<tr>
<th>Activity</th>
<th>Tasks/Sub-tasks FY1</th>
<th>Tasks/Sub-tasks FY2</th>
<th>Tasks/Sub-tasks FY3</th>
<th>Sub-IR measurements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Add staff and TORs for DG buy-ins SO 13, 14, 16 projects and activities</td>
<td>1. Add staff and/or activities as buy-ins to work on DG and gender activities in USAID/Ethiopia activities in health, education, agriculture, and humanitarian assistance.</td>
<td>1. continued</td>
<td>1. continued</td>
<td>1. # activities complying</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2. DG results</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>3. Benefits to other SO activities</td>
</tr>
<tr>
<td>Develop Cereal Grain Banks (SO 13)</td>
<td>1. Training and services in terms of leadership skills, group organization, etc. 2. Voter education meetings</td>
<td>1. continued</td>
<td>1. continued</td>
<td>1. # trained by sex</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2. # participants</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>3. Benefits to food security</td>
</tr>
<tr>
<td>DG aspects in Health activities (SO 14)</td>
<td>1. Recruitment for PTAs 2. Voter education materials dispensed 3. Discussions and meetings on HTPs, gender-based violence, access to services,</td>
<td>1. continued</td>
<td>1. continued</td>
<td>1. # recruited</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2. # participants</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>3. # discussions and participants</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>4. Benefits for health care</td>
</tr>
<tr>
<td>DG aspects in watershed management, farmers groups, etc. (SO 16)</td>
<td>1. Training and services in terms of leadership skills, group organization, etc. 2. Provide information on methods to contact officials and obtain services 3. Voter education meetings</td>
<td>1. continued</td>
<td>1. continued</td>
<td>1. # trained and apprised of services</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2. # meetings and participants</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>3. Use of DG components in agricultural activities</td>
</tr>
</tbody>
</table>

### 4.2.5 Design to Capacitate Prominent leaders as DG Advocates

The importance of drawing on business persons’ expertise in advocacy and negotiation is more of a DG than a business and trade exercise, nevertheless business persons want to advocate for policy reform to reduce tariffs and taxes such as VAT and combat corruption with transparency and fiscal accountability. It is a question of strengthening their voice, on the one hand, and using their high status and good connections for DG types of spaces to air vital policy issues and to assist programmatic issues regularly and in times of crisis, on the other. Institutional arenas can be strengthened by encouraging support to: (a) chambers, associations, and other interest groups; (b) service cooperatives and unions; (c) women’s saving and credit associations and cooperatives; (d) private/public relations partnership; and (e) small-and medium-scale entrepreneurs. As well, DG issues include increasing the efficiency of government to assist business (e.g. license issuance and registration, one-stop shopping for investors, easy and transparent system of access to land, contract law for resolving disputes and access to finance). Along these lines, activities can include fora and media campaigns to provide safe space where political parties, chambers, associations, and other interest groups to discuss “hot-button issues” and develop a habit of association and partnership to resolve differences and common problems.

This activity, related to SO 16, explores working with prominent leaders, especially in the business community who use advocacy techniques and know how to negotiate for particular concerns. The former Ethiopian Enterprise Network (part of the East African Regional and Pan African Enterprise Networks, originally capacitated by USAID and OECD), the chambers of commerce, the Women Exporters
Association, and private sector health care delivery providers are skilled in these ways. Some understand the nature of volunteerism, and can provide quality leadership and advocacy skills. These leaders already have ICT capacity (computers, email, cell phones, faxes). The Resolutions and Recommendations of the Conference on Breaking the Cycle of Recurrent Famine in Ethiopia (2003) argued that “prominent citizens are often sources of quality leadership, and voluntary service is central to the effectiveness of social services. Volunteers portray enthusiasm, credibility, trust, new ideas, and fresh perspectives. Hence, professionalism must promote the culture of provision of voluntary services, especially in such national disasters.” This was echoed by the MCB in its proposed design program (2004).

Table 5 Design to Capacitate Prominent Leaders as DG Advocates

<table>
<thead>
<tr>
<th>Activity</th>
<th>FY1 Tasks/subtasks</th>
<th>FY2 Tasks/subtasks</th>
<th>FY3 Tasks/subtasks</th>
<th>Sub-IR measurements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increase DG advocacy among business persons (SO 16)</td>
<td>1. Meet with various groups (Enterprise Network Members, Chamber, Women’s Exporters Association, private-sector health care providers) to develop lists of DG advocacy issues of concern. 2. Begin e-mail list serves and task forces on salient issues and between advocacy and business groups/ NGOs/CAOs</td>
<td>1. Assist in constructing networks of individual and group on salient issues (e.g., eradication of gender-based violence, land tenure, private-sector initiative, famine management through private sector contracts, voter education, etc.)</td>
<td>1. Continued</td>
<td>1.# groups and individuals 2. Types of advocacy 3. Types of linkages with NGOs 4. 3 list serves and users</td>
</tr>
</tbody>
</table>

4.2.6 Design for Gender-Based DG Buy-ins

Due to funding constraints, gender considerations should be integrated into activities like BESO 2 and DSA, as well as in a variety of SO 16 activities (including any sequels to the former EMPOWER project). Annex 4 describes cross-sectoral linkages with the other SOs, some of which are related to gender issues.

There are a couple of ways to do this: (1) by adding staff to deal with the sub-activities; (2) by developing gender content for existing implementers to work with their traditional customers; and separately or in addition (3) by working through local organizations (iddrs/idirs, equbs, grain bank groups, PTAs, etc.) to develop an agenda of women’s issues for the area, and to discuss how to gain support for women’s issues and women candidates. The following are illustrative.

The Education and DG team has already brain-stormed on the kinds of activities and monitoring indicators that are needed for enhanced performance in the area of girls education and retention (Annex 10). In addition, capacitating Girl’s Advisory Committees and PTAs in enhanced ED/DG collaboration would increase girls and women’s abilities to participate and hold leadership roles, and develop materials for civic education that emphasize women’s rights, and be a worthy by-in. Also, there is nothing in the basic education curriculum on girls’ sports including self-defense (e.g., martial arts training). It is well known that sports build leadership, a sense of self-esteem, competitiveness, and team spirit. Ethiopian athletes, especially the marathon and track medal winners are highly valued by the population. It would seem that girls sports and running clubs would be good additions to the formal and non-formal curricula for self-esteem, increased well-being, and self-protection; they might help to increase enrollments as well.

In terms of the boys and male students, the Ministry of Education (MOE) Guide (2002:37) states that students are obligated “to refrain from intimidating beating, sexually assaulting, and violating the human rights of female students,” and that a student who rapes a female student will be dismissed form school. It would seem that contracts should be made with male students and their fathers from the beginning of a student’s enrollment. Upholding contracts and having penalties for not doing so are part of civil society.
As well, the MOE Guide sets up PTAs with a 2:1 parent to teacher ratio, but says nothing about building and capacitating these associations. It notes that one of the member teachers should be female. Methods to encourage mothers, as well as fathers, to join PTAs have not been devised and could be included in any of the SO activities in health, education and agriculture that deal with women.

In terms of health, key areas for DG collaboration are gender issues to combat HTPs and gender-based violence; advocacy in terms of access to services; dissemination of voter education materials; development of a pool of female candidates. In dealing with women in terms of general and reproductive health problems, education campaigns and recruitment of women for workshops and fora on these topics can be carried out.

Based on the Grameen Bank’s village phone project in Bangladesh, the following is an example of an activity for entrepreneurs with strong DG links. USAID supported the MTN VillagePhone program in Uganda mostly to help microbusinesses across the country, with women in particular being involved. The model is reviewed in *USAID in Africa: News, Updates, and Resources from USAID Bureau in Africa* (2004:6). An example given is of one Ugandan woman, who “is giving her neighbors a voice nationally.” She has purchased a cell phone and large groups gather in the evening in front of her shop to listen to call-in radio shows. Then “they use her phone to call the radio stations and participate in national debates.” The phones might be used more for livelihood strategy activities, but they can also be used for DG activities such as checking on government services, monitoring election results, and participation in activities (“voice and empowerment”).
### Table 6 Illustrative DG Gender By-ins Design with SO 15 and SO 16

<table>
<thead>
<tr>
<th>Activity</th>
<th>Tasks/Sub-tasks FY1</th>
<th>Tasks/Sub-tasks FY2</th>
<th>Tasks/Sub-tasks FY3</th>
<th>Sub-IR measurements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender-based budgeting initiative (SO 15)</td>
<td>1. Develop gender-based budgeting tools for the DSA activity 2. Provide training in gender-based budgeting to targeted officers in the DSA activity</td>
<td>1. DSA activity officers trained in gender-based budgeting</td>
<td>1. continued</td>
<td>1. # woredas using GBIs 2. Evaluate the effects on participation in government services, effects on income, membership in CBOs, etc.</td>
</tr>
<tr>
<td>Girls sports</td>
<td>1. Carry out feasibility study of types of sports activities 2. Introduce girls sports into formal and informal curricula</td>
<td>1. continued, but introduce additional sports</td>
<td>1. continued but introduce additional sports</td>
<td>1. #number of schools and facilities 2. # participants 3. Types of sports preferred</td>
</tr>
<tr>
<td>Girls Advocacy Committees and PTAs for mother and fathers</td>
<td>1. Girls Advocacy Committees enhanced 2. Mothers and fathers encouraged and given incentives to join PTAs</td>
<td>1. continued</td>
<td>1. continued</td>
<td>1. #committees and girls involved 2. # mothers and fathers</td>
</tr>
<tr>
<td>EMPOWER-type activity new phase. Add DG and gender issues (SO 16)</td>
<td>1. Workshops and training for rural women and agricultural professionals on gender issues in relation to land tenure, PTAs, forming local groups, voting, etc.</td>
<td>1. continued</td>
<td>1. continued</td>
<td>1. #/types of workshops and training</td>
</tr>
<tr>
<td>Cell phone capacitation of women, and general IT capacitation (SO 16)</td>
<td>1. “My village pay phones” for women entrepreneurs in 20 woreda with 4-8 kebeles in each 2. Telecenters built and IT training given</td>
<td>1. Extend coverage</td>
<td>1. Extend coverage</td>
<td>1. #woredas/kebeles 2. # participants 3. income generating and DG activities phones are used for 4. Types of telecenter usage 5. # trained</td>
</tr>
</tbody>
</table>

### 4.2.7 Design for Prevention of Gender-Based Violence

Annex 5 and the Gender Profile (ISP 2004) document the issues of gender-based violence against women and girls. Some NGOs (e.g., Hundee and RVCWDA) working at woreda and kebele levels in Oromia have tried traditional methods of using “gada” and “sinke” (described in Section 2 above) as a means of approaching the subject. Their potential must be examined and further information is needed. Similarly, Stephen Lewis, UN Envoy on HIV/AIDS (2004), was enthusiastic about community discussions facilitated by a local NGO and funded by UNDP. His report cites people’s ‘new found voices’ to speak about sex, HTNs, FGC, and HIV/AIDS. The report noted that FGC had decreased from 100% to 15% over the year, but the question remains whether this is a permanent change or a holding position based on the duration of the village conversations. Religious leaders are another category to target for programmatic activities on this problem.
**Table 7 Design for Prevention of Gender-Based Violence**

<table>
<thead>
<tr>
<th>Activity</th>
<th>FY 1 Task/sub-tasks</th>
<th>FY 2 Task/sub-tasks</th>
<th>FY 3 Tasks/sub-tasks</th>
<th>Sub-IR measurements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sensitize law enforcement bodies</td>
<td>1. Develop manuals for judges and lawyers for best practices to handle HTP and gender-based violence cases.</td>
<td>1. Hold workshops for judges and lawyers.</td>
<td>Continue.</td>
<td>1. Manual developed</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2. Set up M&amp;E system of cases.</td>
<td></td>
<td>2. #workshops, #judges trained</td>
</tr>
<tr>
<td></td>
<td></td>
<td>3. # cases successful</td>
<td></td>
<td>3. # cases successful</td>
</tr>
<tr>
<td>Sensitize men and boys on HTP and gender-based violence</td>
<td>1. Capacitate LNGOs to use AI and other methods for community conversations in selected kebeles to discuss HTP and gender-based violence. 2. In Oromia, capacitate/build on LNGOs to use gada and sinke systems to ascertain if they work</td>
<td>Continue in selected woredas/kebeles.</td>
<td></td>
<td>1. # community conversations</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2. # participants</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>3. Results of using gada and sinke</td>
</tr>
<tr>
<td>Build capacity of CSOs to provide advocacy leadership</td>
<td>1. Use AI and gender analysis to build capacity of women’s service NGOs to teach about advocacy. 2. Provide training and mentoring for CSOs in advocacy. 3. Modify ACAT to include gender issues.</td>
<td>1. Continue 2. Assess gender issues advocacy using ACAT</td>
<td>1. Continue 2. Assess gender issues advocacy using ACAT</td>
<td>1. ACAT scores increased</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2. #trained and mentored</td>
</tr>
<tr>
<td>Build capacity of faith-based CSOs to prevent and deal with gender-based violence</td>
<td>1. Develop manuals for religious leaders on how to deal with gender-based violence and trafficking. 2. Hold conferences and fora for religious leaders to discuss attitudes about HIV/AIDS, PLWAs, and its relation to gender based violence.</td>
<td>1. Continue 2. Assess changes in behavior related gender issues of religious leaders and congregations</td>
<td>Continue</td>
<td>1. Manual developed</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2. # conferences and fora</td>
</tr>
<tr>
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<td></td>
<td></td>
<td></td>
<td>3. Types of results</td>
</tr>
</tbody>
</table>

**4.2.8 Design for Women’s Empowerment in Relation to the Election**

Women who seek political office face a number of common constraints: female candidates are rarely supported by political parties; campaign funding is difficult for women to obtain; women lack political campaign skills; women do not vote for women; women are socialized to avoid confrontation; women in public are expected to follow rather than lead; and both sexes maintain customs, traditions, and legal systems that discriminate against women. Table 8 presents general ideas about DG in relation to key gender issues and to rural women, in particular. In terms of elections, it queries if women will vote based on their own informed choices or on directives from husbands and local leaders, as well as to what extent candidates will differentiate themselves on gender issues.

In terms of the 2005 elections, recommendations from EWLA are useful to mention, and can inform a design of activities. Suggestions are to: (1) implement constitutional affirmative action for a minimum critical mass of 33% female elected officials; (2) increase capacity of information analysis and research, including gender-disaggregated data and gender equity indicators; (3) use the media to profile women politicians as role models; (4) create a network of women politicians who will also meet with the women’s NGO networks; (5) train potential candidates in “agenda setting, electoral systems, alliance
building, leadership, constituency building, gender mainstreaming, fund raising, and use of the media, etc.; and (6) identify gender issues with high levels of consensus to use as election issues. One particular difficulty is that most female candidates are members of the ruling party. An additional suggested activity design, based on a DG example from USAID/Mali, is a young women’s leadership activity that can identify young women interested in community development, women’s rights, and advocacy issues. They could be provided with training and internship positions to create a cadre of young women who might actually be involved in future leadership positions (Greenberg and Lo 2003).

Table 8 General Ideas about Democracy and Governance in relation to Key Gender Issues

<table>
<thead>
<tr>
<th>Focus Area</th>
<th>Challenges</th>
<th>Key Gender Issues</th>
</tr>
</thead>
</table>
| Decentralization      | To devolve power and resources, along with increased capacity of local citizens to set priorities and allocate resources. | • Will women be among those obtaining new powers?  
                         |                                                                           | • Will capacities for participation reach women?  
                         |                                                                           | • Will women’s priorities and needs be addressed in the allocation of resources? |
| CSOs, NGOs, CAOs      | To have gender issues be part of advocacy issues, included in sector leadership and governance | • Will gender issues be incorporated into agendas and programs?  
                         |                                                                           | • Will women be board members?  
                         |                                                                           | • How will gender issues be translated into activities? |
| CBOs                  | To engage with national and local government, balancing the power of government while encouraging good governance. | • What will be the mechanisms for rural women to engage with government?  
                         |                                                                           | • How do definitions of “civil society” extend to working with formal and informal women’s groups at kebele and woreda levels?  
                         |                                                                           | • To what extent may women be assets for ensuring effective service delivery? |
| Rule of Law and Corruption | To apply the application of law to all, regulating government actors and combating corruption, but also defining which laws apply. | • Can women be involved in opposing corruption?  
                         |                                                                           | • Issues such as land tenure and parts of the proposed family code illustrate conflicts between traditional and secular law – which must be addressed by all Ethiopians before the “rule of law” prevails. |
| Upcoming elections    | To ensure genuinely “free and fair elections,” meaning that the citizens of Ethiopia vote in an informed and purposeful way representative of their interests and concerns. | • Will rural women, and/or men, vote with information regarding candidates – or according to the directions of the husbands and local leaders?  
                         |                                                                           | • To what extent will the parties and candidates differentiate themselves on issues and capabilities? |

Source: Based on some categories used by Greenberg and Lo (2000:50), and made appropriate to issues and the situation in Ethiopia by Spring for this document.
<table>
<thead>
<tr>
<th>Activity</th>
<th>FY 1 Task/sub-tasks</th>
<th>FY 2 Task/sub-tasks</th>
<th>FY 3 Tasks/sub-tasks</th>
<th>Sub-IR measurements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Promote women candidates for election</td>
<td>1. Prepare profiles/success stories of elected women candidates. 2. Hold fora for women and men candidates on gender issues.</td>
<td>1. Hold young women’s leadership training. 2. Place women in intern positions with elected officials of both sexes.</td>
<td>Continue activities M&amp;E</td>
<td>1. # profiles prepared 2. # fora and participants 3. # women as candidates and elected</td>
</tr>
<tr>
<td>Build capacity of perspective women candidates</td>
<td>1. Hold fora and workshops for potential women candidates (fundraising, skills in campaigning and public speaking, leadership training, use of print and other media, etc.) 2. Sponsor public fora on gender issues for candidates at national and regional levels.</td>
<td>1. Continue to next election 2. Continue to next election</td>
<td>1. Continue to next election</td>
<td>1. # fora and workshops 2. Types of issues used by women and men candidates</td>
</tr>
<tr>
<td>Build capacity for journalists to raise gender issues</td>
<td>1. Hold workshops and fora on gender issues for journalists and media personnel at the national level. 2. Work with Ethiopian Media Women’s Association (EMWA) and other media organizations to develop genderized campaign issues. 3. Produce radio programs and videos on gender issues related to elections. 4. Develop list serves on media issues dealing with gender and advocacy.</td>
<td>1. Continue 2. Continue, but relate to gender advocacy 3. Continue, but relate to women’s rights</td>
<td>1. Continue 2. Continue 3. Continue</td>
<td>1. # fora and workshops 2. Types of genderized issues 3. # and types of media programs 4. # list serves and users</td>
</tr>
<tr>
<td>Quota system: 30% of elected positions to be held by women</td>
<td>1. Work with EWLA, NEWA, and others to lobby GOE for a quota system of women officials at kebele and woreda levels</td>
<td>Continue in selected woredas</td>
<td>Continue in selected woredas</td>
<td>1. Successful legislation 2. # women elected</td>
</tr>
<tr>
<td>Voter education programs for women</td>
<td>1. Use methods/ personnel from two U.S. NGOs (League of Women Voters and National Council of Negro Women, Inc.) both have programs in Africa that deal with leadership and voting.</td>
<td>Continue in selected woredas</td>
<td>Continue in selected woredas</td>
<td>1. Types of methods and programs developed 2. Audience and participants</td>
</tr>
</tbody>
</table>
5. SUGGESTIONS FOR FURTHER STUDY

Given the limits of a two week TDY, “ground-truthing” of certain aspects is required to pinpoint accuracy, and a number of topics and queries need further investigation.

1. Investigate the various networks that are in the process of formation. There seems to be a lack of clarity concerning which NGOs are members, how many there are, what their goals are, who is organizing them, and which donors are helping to fund them.

2. Investigate the reactions by donors and the various types of CSOs to the MCB’s Zero document design plan. What changes are they calling for and which ones will be accommodated? Try to gain insights into the MCB’s plans from the team from the World Bank that is investigating the subject.

3. Investigate LNGO’s capacity at regional and woreda levels, and the ease with which more can be done to increase their presence in all regions and in selected woredas.

4. Investigate the interest in advocacy issues and working with CSOs of private sector businesspeople and groups.

5. Gain more knowledge from GOE on its activities on gender issues and female candidates for the upcoming elections.

6. Investigate the functioning of the *gada* and *sinka* systems in Oromia and the village discussions with the NGO Kematti Menti Gezzima to combat gender-based violence (domestic violence, abduction, and rape), FGC, and the spread of HIV/AIDS.

7. Observe the interactions and discussions of CRDA members in task forces to learn about the issues of agreement and dissent. This could facilitate a design for this umbrella, as well as for other umbrella and apex organizations.

8. Work with other SO teams to include DG and gender issues in their activity portfolios. Identify best strategies, methods, costs, duration of interventions, etc.

9. Investigate potential avenues for capacitating the media concerning DG activities.

10. Investigate the GOE’s use of GBIs at woreda level, in terms of use, functionality, and results.

11. Investigate the use and results of the Appreciate Inquiry method in Pact’s workshops to be carried out with LNGOs, donors, and others.
Endnotes

1. Most of the NGOs tend to be small in terms of their membership; they must include 5–7 founding members. The Horn Consult sample of 20 showed that only 7 NGOs planned membership expansion; 5 had open, but no planned expansion for membership; and 6 had fixed membership. 25% had 6–10 members, 25% had 11–20 members, 25% had 21–50 members and 25% had over 50 members. In sum, the sector is weak, and the maturity of NGOs varies widely. In particular, the boards of directors and administrative staff of some NGOs are weak in management.

2. For instance, USAID funding through Pact, an NGO, produced hands-on training and mentoring of an initial 29 NGOs using the Organizational Capacity Assessment Tool (OCAT). (Subsequently 83 Pact partners and over 90 NGOs participated in it). The findings are illustrative. OCAT was used to examine changes in the capacity of organizations on seven components of organizational development, financial resource management, service delivery, external relations, and sustainability. Findings showed that 21 or 72% improved their average scores, unlike the other 8 that did not undergo the training and mentoring program (a lesson to remember for new programming). All had received Strategic Action Grants for successful program implementation and financial accountability that included personnel grants to recruit and employ activity and/or finance officers, commodity grants for office equipment, activity grants for community action projects for short-impact development, and university student interns. The OCAT also rated each NGO in terms of the four stages of organizational development: nascent, emerging, expanding and mature. Findings that measured the baseline and results 1.5 years later showed that the greatest effect was in financial resource management (average growth rate 34%), followed by management practices (20%), service delivery and external relations (19% each), human resource management (14%), and sustainability (13%), with governance being the lowest (12%). Two NGOs in the nascent stage moved to emerging, ten moved from emerging to expanding, and one moved from emerging to mature. Fifteen remained where they were (3 emerging, 10 expanding, 1 mature, and one regressed from mature to expanding). The report also noted that none of the NGOs could generate enough local income that would even cover 1/3 of their operational budget, and their organizational effectiveness depended on their leaders. A second report in 2002 on 24 NGOs, also using OCAT, showed higher figures (e.g., 42% improvement for financial) and 23% for governance. The components were further broken down into various categories. The lesson here for future activities, in addition to a good monitoring and evaluation process, is the need for hands-on mentoring, in addition to training.

3. In 2001, EWLA was ‘suspended’ for 7 weeks; the notice came through a MOJ announcement in the media with no verbal or written notice to the organization. The reason given was that the association had “been found acting beyond its mandate and code of conduct guidelines.” MOJ froze its accounts that halted 3,400 cases of victimized women and boarding school maintenance of 4 young female victims of violence. Reaction by EWLA included setting up a defense committee, taking the case to court—with the MOJ as the defendant, writing an 8 page letter illuminating its legal structure, gaining petitions from local civic organizations and individuals to the MOJ and the Prime Minister, and gaining support of the international donor community. The Minister of Justice was removed from his position, and EWLA corrected its reporting of new board members (an allegation). The point here is that a constituency was formed to rally for EWLA’s defense, rare for civil society in Ethiopia. Women’s issues do have the potential to build such a constituency. But so do other issues such as environment (see publications of the Forum for Social Studies), land tenure and productive capacititation (see, for example, studies from the Ethiopian Economic Policy Research Institute), but they have not been well tapped in this manner.

4. Its member organizations include EWLA, the Ethiopia Media Women’s Association (EMWA), the Young Women Christian Association (YWCA), Women in Self Employment (WISE), the Women’s
Association of Tigray (WAT), Kematti Menti Gezzima (KMG), the Addis Ababa Women Association (AAWA), that are board members, plus another 10 organizations (all organizations are profiled in NEWA 2003). These organizations range from dealing with Practical Gender Needs to (PGN) to dealing with Strategic Gender Needs (SGN) of their clients. Taken together as a network, the advocacy and lobbying aspects are greater than most of the individual NGOs with the exception of EWLA.

5. Advocacy on women’s issues may be a ‘safe area’ in general, because there is support for constitutional equality and there are government units on Women’s Affairs. It is “modern” to be against traditional harmful practices (FGC, abduction, domestic violence, and early marriage, etc.). However, EWLA believes that its pressure on the judiciary to prosecute gender-based violence cases precipitated its own suspension.

6. Only large Ethiopian church-affiliated groups such as Medkan Yesus generate funds from constituencies within the country.

7. Donors have commented that Ethiopia is the only country to have a Ministry of Capacity Building.
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ANNEX 1: RESULTS FRAMEWORK

LONG-TERM GOAL: A More Peaceful, Prosperous, and Healthy Ethiopia

FIVE-YEAR GOAL: Foundation Established for Reducing Famine Vulnerability, Hunger and Poverty

SO13: Capacity to anticipate and manage through shocks increased
SO14: Human capacity and social resiliency increased
SO15: Capacity for good governance increased
SO16: Private sector-led economic growth and resiliency increased
PSO17: Knowledge management coordinated and institutionalized

IR 13.1: Integrated early warning systems strengthened
IR 13.2: Gov’t and partner response capacity improved
IR 13.3: Selected crisis mgmt policies reformed & implemented
IR 13.4: Effective coordination mechanisms strengthened
IR 14.1: Use of high impact health, family planning, and nutrition services, products, and practices increased
IR 14.2: HIV/AIDS prevalence reduced and mitigation of the impact of HIV/AIDS increased
IR 14.3: Use of quality primary education services enhanced
IR 14.4: Women’s participation in political processes expanded & enhanced
IR 15.1: Regional and local gov’t accountability improved
IR 15.2: Civil society capacity to engage gov’t strengthened
IR 15.3: Mechanisms established to mitigate local level conflict
IR 15.4: Women’s participation in political processes expanded & enhanced
IR 15.5: Selected essential policy reforms implemented
IR 16.1: Selected input and factor markets strengthened
IR 16.2: Selected product markets strengthened
IR 16.3: Natural resource mgmt & agr productivity improved
IR 16.4: Livelihood options for the food insecure protected, expanded
IR 16.5: Selected essential policy reforms implemented
IR 17.1: Collaboration & coordination for support to strategic decisions enhanced
IR 17.2: Ethiopian and international institutions contributing to decisions to reduce vulnerability, increase resiliency & promote growth
IR 17.3: Information needed to manage shocks timely and appropriately disseminated
IR 17.4: Rapid analysis and evaluation supports Mission program
IR 17.5: Information needed to manage shocks timely and appropriately disseminated
IR 17.6: Rapid analysis and evaluation supports Mission program
ANNEX 2: SCOPE OF WORK (SOW) FOR USAID ETHIOPIA DG DESIGN

In February 2004 USAID Ethiopia received approval to proceed with implementation of a new strategy. In this connection, USAID Ethiopia is requesting the services of two consultants, one from DCHA/DG and one from outside the Agency to help the democracy and governance (DG) team design its new program. The overall Mission strategic goal is “Foundations established for reducing famine vulnerability, hunger, and poverty.” The Mission has identified four intermediate results for its DG sector strategy, namely:

IR 1. Accountability by Regional and Local Governments Improved;
IR 2. Civil Society Capacity to Engage Government Strengthened;
IR 3. Mechanisms for Conflict Prevention and Resolution Improved; and

Tasks:

The outside consultant, recruited by MSI, will work with DCHA/DG and the Mission on the following tasks:

1. Develop a draft program design for activities in the civil society sector and for enhancing women’s empowerment and political participation that can serve as the basis for an RFA or RFP.
2. Recommend cross-sectoral linkages and activities between DG and other SOs toward achieving the Mission’s overall goals, especially with regard to strengthening civil society advocacy and women’s empowerment.
3. Refine PMP indicators at the SO and IR levels, based on the draft program design. In particular, define indicators that will capture DG progress made under other SOs.

Methodology:

Key informant interviews with government, civil society organizations, USAID/Ethiopia’s Strategic Objective Teams, and US Embassy political section personnel.

Review of USAID/Ethiopia program documents.

Deliverables

At the end of the consultancy, the Mission will receive:

1) A draft program design for civil society and women’s empowerment that can serve as the basis for an RFA.
2) A concept paper with recommendations for strengthening DG linkages across the Mission’s strategic objectives and amplifying their impact.
3) A draft DG PMP that fully incorporates DG activities across the Mission’s strategic objectives.

Level of Effort
The Level of Effort (LOE) will be 24 days including 3 days preparation, one day for meetings in Washington, DC prior to travel, 3-4 days travel, 12 days (two 6 day weeks) in the field, one day to debrief USAID/Washington upon return to the US, and 8 days of writing and follow-up.

The timeframe for field work will be 2 weeks, from May 10 through May 21, 2004.

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Cheryl Kim, Democracy and Governance Officer  
Office: 251-1-510-716  
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Annex 3: Definitions: CSOs, CAOs, NGOs, CBOS

Are they interchangeable and what do they mean?

Civil Society Organizations or CSOs “are non-state voluntary associations around which people get organized to further specific needs and agendas of public interest, and that can act as catalysts for democratic reform, and in doing so, enter into a debate with other groups and institutions for whom these issues are also important” (Horn Consult 2003:3)

Civic Advocacy Organizations or CAOs work to champion and consolidate reform by helping to hold the state accountable for what is does (Hansen quoted in Horn Consult 2003:3). They may be distinguished from NGOs who are engaged in relief only. However, NGOs that deal with public advocacy in addition to relief and development activities are considered CAOs.

Nongovernmental Organizations or NGOs are a part of civil society that have various roles to deliver projects and services and do charity work, and to pressure and persuade the state and institutions to be responsive to people’s needs and rights. NGOs in Ethiopia are usually agencies that provide services and undertake humanitarian, social and economic activities. Many contribute insignificantly to reform. Most “have no constituencies and may not even be democratic themselves” (Horn Consult 2003:3). There are local and international ones (LNGOs and I NGOs, respectively).

Community Based Organizations or CBOs are organized, local-level constituencies that include self-help groups; ethnic, cultural and faith-based organizations; commodities, cooperatives, farmers, watershed management, etc. associations; health and other sector management committees, including PTAs. They may lobby for a better environment for their concern and pressure government for better service delivery.

Note: this report will distinguish between NGOs and CAOs whenever possible, recognizing that NGOs is the common term.
ANNEX 4: OPPORTUNITIES FOR CROSS-SECTORAL LINKAGES: A CONCEPT PAPER

USAID ETHIOPIA SO15
CAPACITY FOR GOOD GOVERNANCE:
INCREASED OPPORTUNITIES FOR CROSS-SECTORAL LINKAGES:
A CONCEPT PAPER (DRAFT)

Anita Spring, MSI consultant, and Robert J. Groelsema, USAID/DCHA/D

I. Introduction

This paper provides USAID/Ethiopia with a number of ideas the Mission may consider for purposes of linking democracy and governance (DG) programs with activities under its strategic objectives in Food and Humanitarian Assistance (FHA—SO13); Human Capacity and Social Resiliency (SO14); and Economic Growth and Resiliency (SO16).

In February 2004, the Mission launched a new strategy to achieve the long-term goal of “a more peaceful, secure, prosperous, and healthy Ethiopia” with a five-year goal to establish “foundations for reducing vulnerability to famine, hunger, and poverty.” Given that mal-governance is widely accepted as a chief cause of food insecurity, the Mission strategically located the DG SO in the center of the portfolio. SO15 surrounds itself with Strategic Objectives (SO13—SO17).

To validate this role, Anita Spring and Robert Groelsema--on behalf of the DG team--conducted focus group interviews with staff members of FHA, PHN, ANR, and Education in May 2004. The object was to explore program areas where DG and other teams might collaborate more effectively and efficiently to increase the likelihood of achieving social resiliency in USAID target locations and arenas in Ethiopia through cross-sectoral synergy. Accordingly, a number of issue areas and development activities described in this Concept Paper indicate where DG and other programs could and should collaborate. Copies of the interview instrument and interviews may be found in the Annex to the Paper

II. Background

Ties between DG and other strategic goals first received sustained Agency attention in 1997 when Africa Bureau initiated a strategic objective “Linkages between DG and other Sectors Strengthened.” The hypothesis behind the strategy was that DG approaches in health, education, natural resources, agriculture, and economic growth enhanced results in these sectors and helped USAID achieve its overall goal of sustainable development. Similarly, participatory, transparent, and accountable practices in these sectors produced DG outcomes. Studies by the Bureau and CDIE of seven cases confirmed among other things: 1) a trend toward linking DG and other sectors, and 2) evidence that such linkage was changing the way communities went about solving problems, both promoting democratic governance and producing sector technical outcomes (see Groelsema, Ott and Muncy 1998; Lippman 2001). From 1997 to 2003, monitoring of Africa programs demonstrated that Missions infused democratic principles and approaches
into their programs. By 2003, over 80% of the IRs reflected significant DG content (AFR/SD/DG R4 and Annual Reports).

III. Findings

A. SO13: FHA

The FHA team identified three issue areas of greatest importance to achieving its SO:

First Issue: “Building Woreda capacity to handle emergency budgets and to handle crises/shocks, especially in SNNPR where Woreda incapacity was the #1 vulnerability to effective emergency response”

Second Issue: “Access to land, and land tenure security for the politically marginalized and the poor”

Third Issue: “NGO assistance to respond to future famines”

Each of these thematic areas has governance implications some of which are being addressed by the fiscal decentralization support activity (DSA) in regions and woredas throughout Ethiopia. The increased capacity of woredas to plan, manage, and report on their budgets contributes to capacity to handle emergency budgets and mitigate shocks.

Additionally, past DG support to Pact’s ENSEI program helped establish networks and built capacity within NGOs at the national level, which will enable NGOs to respond to future famines more effectively.

Considering the respective comparative advantages of FHA and DG, given the Mission goals of social resiliency, reduction of famine, hunger, and poverty, and considering the geographic targeted approach of the Mission, the following opportunities for synergy should be explored:

The Woreda Level

1. At the woreda level, DG should augment its supply side capacity building activities in fiscal decentralization with efforts to promote “local government-civil society cooperation.” DG should use its experience and expertise to encourage local government-civic community partnerships to improve service delivery, to co-produce goods and services, to bring concerns forward including notification of impending disaster or crisis, to develop emergency procedures, to deliver disaster assistance, and to hold woreda officials accountable for disaster preparedness and response.

2. DG can encourage the multiplication of cereal/grain bank associations and service cooperatives. NGOs such as HUNDEE and The Rift Valley Children and Women Association (RVCWA) have established more than 80 such groups reaching some 7,000 households and providing them access to a revolving fund of some 2.5m Birr. Several women’s grain banks exist, and women constitute half of the membership. Grain banks provide up to three months cushion against famine shocks. Equally important, not only do democratically constituted and operated grain banks and service cooperatives provide opportunity to raise economic productivity and strengthen self-reliance, but they become DG laboratories where members experience democratic voting processes, exercise voice in their affairs, practice principles of cooperation, develop trust in each other, build social capital in their communities, and
learn to empower themselves. Spillover benefits include women’s empowerment and literacy and numeracy training.

3. DG can help empower community groups in woredas with respect to improving and strengthening: (a) broader citizen participation in civic affairs; (b) increased women’s participation in community affairs and access to land; and (c) increased voice for the marginalized and poor.

The National Level

1. DG can support civil society and NGO lobbying for land tenure policy reform by: (a) providing technical assistance to the steering committee of the CRDA-assisted Coalition Against Famine in Ethiopia and to NGOs advocating on land tenure issues and (b) by sponsoring forums and media campaigns with NGOs, private sector, and government to discuss and raise awareness of land rights and issues

2. Through elections processes support, DG can raise public and political awareness of land tenure by: (a) suggesting party platform development that includes land tenure issues and (b) promoting party candidate debates with land tenure leading up to the June 2005 elections

3. DG can help NGOs partner with government by: (a) providing advocacy TA to the steering committee of the Coalition Against Famine in Ethiopia and (b) continuing to support the CRDA task force dedicated to improving the national NGO enabling environment

B. SO14: Human Capacity and Social Resiliency Strengthened

PHN and HIV/AIDS

The PHN and HIV/AIDS team identified four areas where health activities were producing DG outcomes, and it identified three areas where DG could strengthen health outcomes. In addition the PHN and HIV/AIDS team identified five key areas for DG and health collaboration.

DG outcomes via health activities found in health-supported activities:

1. John Snow International activity, “Champion Communities,” that provides recognition and rewards to schools and communities for setting and meeting goals in sanitation, immunization rates, school improvements and other mutually beneficial outcomes. The model proved very successful in Madagascar and is now working in 20 woredas. The team plans to take it up to scale.

2. Pathfinder activity in reproductive health in 200 woredas that aims for 300 woredas in six regions. The activity forms health committees whose members are religious organizations, farmers extension groups, women’s affairs associations, education, health, and agricultural CSOs. Community leaders are members and meet quarterly to discuss AG, Ed, health outreach and woreda issues that include gender violence, access to programs and services, and other vital DG-related matters. Vertical links are developed by sending plans designed at the woreda level up to the regional level. PF facilitates these processes, and is working on standardizing the approach.

3. Health sector fiscal decentralization. This activity runs parallel to the DSA.

4. A percentage of the HAPCO budget is spent on CSO strengthening.
Areas where DG can strengthen health outcomes:

1. Matching up the DSA activity with the health decentralization activity. How can these related activities become more mutually reinforcing and synergistic?
2. Creating a willingness on the part of government to be open and transparent in managing HIV/AIDS budgets at local levels. One approach is to encourage community advocacy toward local government to hold town meetings, public budget hearings, and open forums on health and social-welfare service issues. With experience, CBOs and their communities can develop a sense of public civic awareness and duty and will hold woreda government and sector officials more accountable. Increased interactions between civil society and local government elsewhere has led to improved understanding on both sides about the roles and responsibilities of community actors, and has reduced suspicion by each side toward the other.
3. Defining what exactly civil society is and who is eligible for HIV/AIDS monies.

Five key areas for DG and health collaboration:

1. Little reciprocity exists between Health and other sectors including DG concerning collaboration (beyond tithing). There is a need to integrate programs better. It would help to open up government so the government learns how to work with CSOs, to help CSOs advocate more effectively, and develop policy dialog tools. Measuring progress in HAPCO would be one example of reciprocity between DG and health for more effective health service delivery.
2. VCT, reproductive rights, and other health rights are all fairly well defined, but a campaign is needed for OVC. Ethiopia is a signatory to UNGAST, but implementation is weak. DG can improve the institutional environment for OVC by targeting capacity and advocacy for NGOs concerned with OVC issues.
3. Ensure that women (even high ranking women) obtain a stronger voice in health matters. Women’s issues need to be addressed through the lens of ethnicity, religion, class, and region
4. Assist in capacity-building for implementation across sectors. Implementation capacity is a critical problem at all administrative levels because political appointees occupy technical positions. DG may be able to help remedy issues of ethnic and political favoritism in public sector jobs by working with NGO partners to address the issue in public forums for wider discussion and policy advocacy.
5. Advocate for policy reforms in media to open up electronic media.

Education

The education team identified three areas where ED was producing DG outcomes, and also signaled four opportunities for better ED-DG collaboration. The ED team also noted two critical DG interventions that would positively affect education and other sector outcomes.

Education activities producing DG outcomes:

1. BESO II Community Government Partnership Program (CGPP) strengthens PTAs. PTAs have been given the mandate to manage their children’s educational development. PTA members need skills in planning, organization, management, monitoring and evaluation.
2. ED is training five education officers in each of the 611 woredas. Training covers decentralization, planning, supervision, community participation, leadership, and similar DG principles.

3. CGPP Girls’ Advisory Committees has given women more voice and opportunity for participation, as well as retaining girls in school. Gender equity has been enhanced.

Enhanced ED-DG collaboration leading to opportunities for more effective outcomes:

1. PTAs need to learn how to advocate, demand their rights, hold political leaders accountable, organize themselves more effectively, and become more skilled in assessing their own capacity—assets and needs. They need to gain confidence and learn self-reliance to break dependency.

2. Assist the development of associational life in the woredas so that civil society becomes a strong advocate for community interests. Through advocacy and mobilization for joint action, communities have pressured local governments to improve services including roads and water supply. CBOs need the type of assistance DG was providing to Pact NGO partners at the national level in capacity, advocacy, and networking. CBOs have a local member-based constituency that is vital for development and that genuinely represent constituent interests.

3. Operational measures: (a) jointly identify IRs and sub-IRs and outputs and activities of interest to both SO teams; (b) identify the resources that each side will contribute and the responsibilities of each SO needed to achieve mutually beneficial objectives; (c) establish a monitoring system that tracks progress and results in jointly identified areas (may form joint CTO teams to manage these activities); (d) establish forums for regular meetings among SO teams and implementing partners; and (e) exchange field reports and other reports as appropriate.

4. DG may find CGPP indicators useful to measure the degree of community involvement (see BESO II PMP).

What else can DG do?

1. Help ensure free and fair, transparent elections. Public debates are critical to airing differences and to allowing the expression of multiple viewpoints.

2. Support the GAC to strengthen the women members of PTAs, and develop civic materials for civic education that emphasize women’s rights.

C. SO16: ANR

The SO16 ANR team identified three critical issue areas as vital to achieving success in its program, and offering opportunities for EG-DG collaboration:

First Issue: “Slowing the rate of and mitigating the degradation of land and natural resources”
Second Issue: “Weak capacity and enabling environment in private sector institutional arenas”
Third Issue: “Lack of willingness of parties in Ethiopia to recognize the rights of others to exist, to have differing points of view, but to be able to make their contribution to economic growth and development”

The EG team suggested seven approaches to addressing the critical issue areas:
1. A clear government policy on proper land use and planning is needed. The absence of such a policy has contributed greatly to the degradation of land and natural resources. Strengthening CSO farmers groups is to be considered once a policy is in place.

2. Empower community groups in woredas and kebeles: (a) women’s voice and participation in community affairs; (b) citizen input to planning in watersheds and catchments; (c) citizen participation in natural resources management in watersheds and catchments; and (d) improved citizen role in sustaining and owning watershed-related engagements.

3. Strengthen institutional arenas by encouraging support to: (a) chambers, associations, and other interest groups; (b) service cooperatives and unions; (c) women’s saving and credit associations and cooperatives; (d) private/public relations partnership; and (e) small and medium scale entrepreneurs.

4. Increase the efficiency of government to assist business: license issuance and registration, one-stop shopping for investors, easy and transparent system of access to land, contract law for resolving disputes, access to finance.

5. Sponsor forums and media campaigns to provide safe space where political parties, chambers, associations, and other interest groups can meet to discuss hot-button issues and develop a habit of association and partnership to resolve differences and common problems.


7. Build capacity in associations and chambers to lobby parliament, ministers, and other higher-level government officials, and create units within these associations to strengthen marketing, image, and lobbying capacity.

IV. Recommendations

The results of the interviews demonstrate multiple intersecting opportunities to leverage existing DG outcomes across sectors, and to develop new synergies. Four recommendations follow:

--DG can most effectively link its efforts to other programs at the national level by building capacity through NGO and umbrella and apex association networking to lead to policy reform across sectors.

--At the woreda and kebele levels, DG should support other sector activities with general capacity and advocacy support to grain banks, farmer groups, watershed associations, health management associations, PTAs, and a variety of CBOs across program areas leading to a DG tide that strengthens social and economic resiliency overall by multiplying options and enhancing the magnitude, depth, richness and vitality of associational life.

--DG can support political processes generally and specifically can take utilize the upcoming parliamentary elections to open up the political arena and to create space to air vital policy issues. Media support is seen as critical by all sectors.

--Given the sizeable overlap between DG and other sector programs and opportunities for synergy, the issue of DG budget capacity vis-à-vis other sectors will need to be placed on the table.
In writing about women in politics, standing for election, and affirmative action Meaza Ashenafi, the director of EWLA notes that for the May 2000 election, the ruling party and especially some of its women members, argued against affirmative action stating that “coming to power by quota would not be representative and that made the procedure undemocratic [and that]… quota women are perceived as incompetent and unlikely to affect real change since they are taken as token figures” (2003:31). EWLA, in contrast, argued that the constitution guaranteed the right to affirmative action and it could be a way to assist women and the marginalized to obtain exposure and to perform. It is instructive in light of the proposed USAID/Ethiopia to look at the experience leading up to the May 2000 election. EWLA, collaborating with FES, designed and implemented a national project to enhance women’s participation by: (1) raising their awareness to make informed voter decisions; (2) encouraging parties to include “a good number of women” as candidates; and (3) encouraging women with no party affiliation to be candidates. EWLA held nine large forums reaching all regions, issued publications, bought radio airtime, and had a hotline legal advice service for women candidates.

EWLA and NEWA Shadow Report for CEDAW notes that in the 2000 election women took 42 (7.7%) of five 47 total seats, and all were members of the ruling party. At the regional level, they were 244 (12.9%) of 1,891 council members; at the Woreda councils, they were 6.6% out of 70,430, and at the kebele level, they were 928,288 (13.9%). In terms of women in the executive branch of government, there is one women minister (5.5%) of 18 ministers and five women with ranks of state minister and vice minister. In the judiciary, 26% of judges in Addis Ababa are women, but only 2.7% in SNNPR. There are four out of 28 women ambassadors (14.3%), but no women representatives to international organizations.

EWLA argues that there is a twofold problem, one is being a female candidate who may have little support, and the other is facing a party candidate who has every form of support. At the woreda and kebele levels, factors that mitigate against women’s political inclusion and participation include the gender division of labor, the lack of key resources (e.g., capital and land). EWLA concludes “without strong machinery, adequate resources, and political commitment, the political participation of women will remain unchanged, despite supportive policies and laws” (2003:33).

Federal decentralization instituted in the 1994 constitution put the Woreda as the most important unit where power is devolved and further decentralization strengthened Woreda councils, especially in budget planning and utilization, but EWLA finds that decentralization does not seem to help women’s participation. It recommends: (1) implementing constitutional affirmative action for a minimum critical mass of 33% female elected officials; (2) increased capacity of information analysis and research including gender disaggregated data, and women’s budget and gender equity indicators; (3) image building and use of the media to profile women politicians as
role models and in terms of their contribution; (4) creating a network of women politicians that also meets with the NGO women’s network; (5) training in “agenda setting, electoral systems, alliance building, leadership, constituency building, gender mainstreaming, fund raising, and use of the media, etc.; and (6) identifying gender issues with high levels of consensus to use as election issues.

In 2003, EWLA and NEWA prepared a Shadow Report (SR) on “the real situation on women” as a response to the GOE’s combined fourth and fifth reports to CEDAW. The SR covers three broad areas of the government report: economic and socio-cultural status of women, equality in marriage and family relations, and violence against women. The Shadow Report attempts to provide an assessment of the shortcomings and strengths of the government’s claims, and sites legal codes and policies, as well as statistical data to support its allegations. Government initiatives such as the Ethiopian Women’s Development Fund (EWDF) and the Women’s Development Initiate Project (WDIP) was GOE’s way to address socio-economic discrimination against women. But the Shadow Report notes that only 16,000 women from four regions were targeted. Other important data from the report are as follows.

Health: The SR complained that the GOE health related assistance to women was slim given the rate of 871 or 1,100 deaths per 100,000 live births, since antenatal coverage was 34% while attended delivery was 9.6%, and only 8% of married women used any modern or tradition birth control method while 31% did not want more children and 36% wanted to space child bearing. The GOE recognized that women were more vulnerable to HIV/AIDS, but did not describe any specific programs to address this.

Education: The SR commented that girls’ low enrollments were due to a lack of governmental local action “to surmount social and cultural barriers to education of girls and members of the minority communities.”

Employment: The Ministry of Labor and Social Affairs prohibited women from being employed in jobs deemed to be dangerous to their health, but the SR saw this as protective legislation preventing women from employment. As well, the SR commented that in the civil service, one of the country’s largest employers, only 28% of all positions were held by women, and of those, 98% were women working in lower positions. Women were also promoted much less than male employees. At the federal level, only 13% of women were in professional and scientific fields and only 14% in administrative positions. By contrast, the latest survey by the Central Statistic Authority (CSA) put 65% of women in the informal sector and a DHS report of 2000 noted that 48% were self employed; 43% worked for family member, and 9% worked for someone else, but only 59% received any earnings in cash or kind, while 41% did not receive any payment at all.

Gender based violence: The GOE report claimed that discriminatory features of old family laws underwent serious revisions; that there was penal law revision; sensitization of law enforcement agencies; and “vigorous prosecution of perpetrators and the management of victims of violence.” The SR said there were no national studies but a continuing high prevalence of gender-based violence, and that insufficient law enforcement contributed to the problem. Problems included mishandling and delay of investigation and perpetration of formal charges, excessive delay in prosecuting cases, insensitivity of some judges toward women victims, a pattern of light sentences against offenders, and delay in revising the penal code.
Since 2002, the GOE has been implementing the Sustainable Development and Poverty Reduction Program (SDPRP). The first annual progress report in 2000 mentioned specific programs such as EWDF and WDIP, but admitted poor performance, citing the low disbursement of funds to women’s groups. The SR notes that beyond specific programs on women, gender mainstreaming needs to be a guiding tool and women’s specific needs need to be ascertained. Furthermore, the SR claims that the agricultural and food security part of the SDPRP annual report “is completely gender blind” and that it is “hardly possible to track the progress made in the improvement of women’s conditions.” The SR recommends gender specific indicators for the Agricultural Development Led Industrialization (ADLI) and food security strategy, as well as M&E monitoring evaluation mechanisms.

The final EWLA DG argument is that there are a number of issues are important in terms of Ethiopia’s evolving democracy.

- Increasing women’s representation in national, regional, and woreda level decision-making
- Ensuring women’s participation in local level decision-making
- Enhancing the effectiveness of women in civil society including NGOs, and in advocacy
- Expanding the protection of women’s rights from voting to safety and protection from violence
### Students’ Enrollment by Level and Sex

#### Primary (Grades 1 – 8)

<table>
<thead>
<tr>
<th>Year</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
<th>% of Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>200/01</td>
<td>4,346,864</td>
<td>2,927,257</td>
<td>7,274,121</td>
<td>40.2</td>
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<tr>
<td>2001/02</td>
<td>4,728,450</td>
<td>3,254,310</td>
<td>7,982,760</td>
<td>40.7</td>
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#### Secondary (Grades 9 – 12)

<table>
<thead>
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<th>Year</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
<th>% of Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>1999/2000</td>
<td>338,527</td>
<td>233,192</td>
<td>571,719</td>
<td>40.7</td>
</tr>
<tr>
<td>200/01</td>
<td>389,601</td>
<td>259,620</td>
<td>649,221</td>
<td>39.9</td>
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<tr>
<td>2001/02</td>
<td>426,064</td>
<td>258,566</td>
<td>684,630</td>
<td>37.7</td>
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#### Universities (does not include extension and postgraduate enrollments)

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<thead>
<tr>
<th>Year</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
<th>% of Female</th>
</tr>
</thead>
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<tr>
<td>1999/2000</td>
<td>29,843</td>
<td>7,352</td>
<td>37,195</td>
<td>19.7</td>
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<tr>
<td>200/01</td>
<td>35,932</td>
<td>9,594</td>
<td>45,526</td>
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<tr>
<td>2001/02</td>
<td>32,279</td>
<td>13,517</td>
<td>46,796</td>
<td>28.8</td>
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### Number of Women Judges in Courts in Ethiopia

<table>
<thead>
<tr>
<th>Regions</th>
<th>Number of Judges</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Supreme Court</td>
<td></td>
</tr>
<tr>
<td></td>
<td>High Court</td>
<td></td>
</tr>
<tr>
<td></td>
<td>First Instance Court</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Female</td>
<td>Male</td>
</tr>
<tr>
<td>Federal Courts in Addis Ababa City Government</td>
<td>4</td>
<td>10</td>
</tr>
<tr>
<td>Amhara Regional State</td>
<td>1</td>
<td>10</td>
</tr>
<tr>
<td>Gambela Regional State</td>
<td>--</td>
<td>6</td>
</tr>
<tr>
<td>Federal Courts in Dire Dawa City Government</td>
<td>No Supreme Court</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>The Benishangul Gumuz National Regional State</td>
<td>-</td>
<td>5</td>
</tr>
<tr>
<td>Southern Nations Nationalities and Peoples Regional State</td>
<td>-</td>
<td>14</td>
</tr>
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### Maternal Health

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
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</tr>
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<tbody>
<tr>
<td>Antenatal Services Coverage</td>
<td>29.06</td>
<td>34.7</td>
<td>34.11</td>
</tr>
<tr>
<td>Attended Delivery</td>
<td>9.6</td>
<td>10.0</td>
<td>9.63</td>
</tr>
<tr>
<td>Postnatal Services</td>
<td>5.48</td>
<td>6.8</td>
<td>7.12</td>
</tr>
</tbody>
</table>

Prevalence of Violence Against Women

<table>
<thead>
<tr>
<th>Regions</th>
<th>Number of Rape Crimes Reported</th>
<th>Percentage of Rape Cases Reported</th>
<th>Number of Abductions Reported</th>
<th>Percentage of Abduction Cases Reported</th>
</tr>
</thead>
<tbody>
<tr>
<td>Oromia</td>
<td>991</td>
<td>43.7%</td>
<td>312</td>
<td>61.5%</td>
</tr>
<tr>
<td>Amhara</td>
<td>487</td>
<td>21.5%</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>SPNNR</td>
<td>336</td>
<td>14.8%</td>
<td>112</td>
<td>22.0%</td>
</tr>
<tr>
<td>Addis Ababa (Federal City)</td>
<td>168</td>
<td>7.4%</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Tigray</td>
<td>142</td>
<td>6.2%</td>
<td>10</td>
<td>1.9%</td>
</tr>
<tr>
<td>Benshangul</td>
<td>58</td>
<td>2.5%</td>
<td>69</td>
<td>13.6%</td>
</tr>
<tr>
<td>Dire Dawa (Federal City)</td>
<td>43</td>
<td>1.9%</td>
<td>3</td>
<td>0.5%</td>
</tr>
<tr>
<td>Harari</td>
<td>25</td>
<td>1.1%</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Asayta (Afar Region)</td>
<td>7</td>
<td>0.3%</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Somoli</td>
<td>6</td>
<td>0.2%</td>
<td>1</td>
<td>0.1%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2,263</strong></td>
<td><strong>507</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>


Types of Crimes Against Women

<table>
<thead>
<tr>
<th>Years</th>
<th>Rape</th>
<th>Assault and Bodily Injury</th>
<th>Attempted Murder</th>
<th>Abduction</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1999</td>
<td>326</td>
<td>2,382</td>
<td>48</td>
<td>28</td>
<td><strong>2,784</strong></td>
</tr>
<tr>
<td>2000</td>
<td>339</td>
<td>2,372</td>
<td>42</td>
<td>42</td>
<td><strong>2,795</strong></td>
</tr>
<tr>
<td>2001</td>
<td>372</td>
<td>3,674</td>
<td>46</td>
<td>39</td>
<td><strong>4,131</strong></td>
</tr>
</tbody>
</table>


1 Abduction is a culturally sanctioned way of concluding marriage. It is widely practiced in the southern part of the country. A man who is interested in marrying a girl stalks and abducts her with the help of his friends. He takes her to his village and rapes her. Once he has comprised her “chastity” (virginity is prized in the rural areas) he sends elders to her family informing them that he has abducted their daughter and would like her hand in marriage. He promises to compensate for his actions in terms of money or cattle. Thus the marriage is concluded through negotiation between elders and victims’ family. The victims are very young girls and such marriages are usually concluded without their full consent.
ANNEX 6: POLICIES AND LAWS THAT SUPPORT GENDER EQUALITY IN ETHIOPIA

(Source: “HID Brainstorming Session on Gender Issues in Education.”)

• The Ethiopian Policy on Women of 1993.
• The Education and Training Policy of 1994.
• The Federal Land Proclamation.
• The Public Service Regulations Amendment of 1998.
• The Revised Ethiopian Pension Law.
• Amendment of the Penal Code of 1998 – repealed the ban on promoting contraceptives.
<table>
<thead>
<tr>
<th></th>
<th>List of Organizations</th>
<th>Contact Person</th>
<th>Fax</th>
<th>Telephone</th>
</tr>
</thead>
<tbody>
<tr>
<td>2</td>
<td>African Initiative for a Democratic World Order- AIDWO</td>
<td>Kebede Kejela</td>
<td>55-26-99</td>
<td>11-55-69</td>
</tr>
<tr>
<td>4*</td>
<td>CAPDE</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5*</td>
<td>Centre for Human Rights and Democracy</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Center for Local Capacity Building and Studies</td>
<td>Sahilelessasie Abebe</td>
<td>55-19-33</td>
<td>18-65-91</td>
</tr>
<tr>
<td>7</td>
<td>Civic Education Ethiopia-CEE</td>
<td>Debebe Hailegebrigl</td>
<td>614528</td>
<td>51-52-43</td>
</tr>
<tr>
<td>8</td>
<td>ENEWEYAY</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>10*</td>
<td>Ethiopian Human Rights Council</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>11*</td>
<td>Focus Human Rights Club</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>12</td>
<td>Hundee-Oromo Grassroots Development Initiative</td>
<td>Zegeye Asfaw</td>
<td></td>
<td>51-90-26</td>
</tr>
<tr>
<td>13*</td>
<td>Initiative Africa</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>14*</td>
<td>Inter Africa Group</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>15*</td>
<td>Management Development Forum (MDF)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>17</td>
<td>Research Centre for Civic and Human Rights Education- RCCHE</td>
<td>Muletta Hurisa</td>
<td></td>
<td>18-79-40/187906</td>
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<tr>
<td>18</td>
<td>Society for the Advancement of Human Rights Education- SAHRE</td>
<td>Gebremedhin Kidane</td>
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<td>12-02-54/12-58-62</td>
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<tr>
<td>19*</td>
<td>Tri-Dimensional View</td>
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<tr>
<td>20*</td>
<td>Vision Ethiopia Congress for Democracy (VECOD)</td>
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</tbody>
</table>
Summary:

Proposed “Ministry of Capacity Building Design Program Zero Draft”

that USAID should consider when developing the RFA

Anita Spring

The Ministry of Capacity Building (MCB) Civil Society Organizations’ Capacity Building Program: Program Design (Zero draft for public consultation) issued May 2004, proposes a CSO Capacity Building Program design. Although it is not in the SOW of this design to analyze the document, it seems important to review its directions, since there are large consequences for any CSO design. USAID may want to carry out certain activities prior to or in support of the MCB initiatives proposed. This annex explores the document and its potential for CSOs. The MCB design program suggests increased government control, creation of CSO structures similar to government, funding through government, and activities controlled by government. USAID’s DG notions may not subscribe to many of these tenets.

The GOE’s SDPRP aims to strengthen partnerships between governments and CSOs, a shift from previous eras. Its objective is to: (1) create a more enabling environment for CSOs; (2) encourage CSOs to develop their capacity so as to be able to respond to new demands; and (3) create institutions to strengthen government and CSO partnerships. The idea turns on the assertion that governments should take the lead in promoting democracy and that capacity should be built for greater participation in democratization, delivery of services, and decentralization. The MCB draft document states that an explicit intention of the SDPRP is that “citizens help set standards of performance for public agencies and hold the government system and its civil servants to account for their performance. Decentralization is the major vehicle to make it happen” (MCB 2004:38). USAID’s DG notions may not subscribe to all of these tenants.

The document notes that CSOs have interests and constituencies, as well as conflicting views with government. It then seems to have mixed ideas about the nature of CSO independence versus government control. It states that it aims to build “mutual confidence” and overcome mistrust and suspicion with a shared vision of CSOs and government. It proposes a program design made available to CSOs that has two new sources of funds. The first would build CSO capacity; the second would allow CSOs to access public funds for service delivery activities. It suggests the form of a donor-funded “trust fund,” in which disbursement of funds would be demand-led and allocated only in response to “detailed proposals from CSOs for specific capacity building interventions” (MCB 2004:13). This fund would have a separate budgeting and accounting system outside the government budget. It seems comparable to the direct support budgeting that the GOE has used for its development projects with many bilateral donors. It is difficult to contemplate how this could work in terms of timeliness of fund transfers, allocation amounts, regional preference for projects, conflicting/competing ideas for the same and/or different projects, and so forth. Flexibility in programming might come to a halt.
On the other hand, it suggests that public funds will be made available to CSOs in support of SDPRP-related programs and activities. (It is doubtful if the advocacy CSOs would receive any of these funds). In return, development CSOs would be able to access funds for their work. Also in return, the GOE would expect CSOs to have better capacity in terms of accountability, transparency, and M&E. In addition, GOE would facilitate engaging CSOs in public policy processes and would convene an independent legal body jointly governed by government, CSOs, and others. Subprogram 3 relates to capacity building for CSOs and addresses their need for better performance, delivery standards, information dissemination, strengthened relations between CSOs, and increased capacity to deal with government on all issues.

The document says this initiative would support the draft NGO law that is currently going through the legislative process, and that its timely completion would indicate “government’s commitment to partnership with CSOs” (MCB 2004:17). (The examination of the NGO law is beyond the scope of this design.) Also proposed is that CSOs could engage in some income generating activities have simpler procedures for exempting them from VAT, allow them to keep capital equipment, and exempt them from taxes on imported goods. Also, there could be tax deductions for individual and corporate donations for donations to CSOs to “encourage a culture of philanthropy in Ethiopia.”

In terms of building partnerships between governments and CSOs, the draft proposes the creation of The Civil Society Capacity Building Partnership Program (CSO-CBP) that would identify capacity needs and resources by region, create new funds for CSO capacity building, promote CSO coalitions, federations and other forms of collaboration, and carry out M&E. It would also establish a trust fund for CSO capacity building initiatives. The members would include government, CS representatives, and independent members, and would have a joint steering committee “most likely chaired at the ministerial level or by a mutually agreed independent personality.”

The entire program would be in three phases: the foundation phase, years 1 – 2; the roll-out phase, years 3 – 5; and the mainstreaming phase, years 6 – 9. Unfortunately, the trust or partnership fund would operate as the ESRDF and would seem to limit the autonomy and independence of many CSOs. The program itself would require M&E and a specific department within the MCB would do that. How close this would be to the current DPPC type of M&E is not known.

In terms of gender, one sentence in the document notes that “an additional negative feature of CSOs is one of gender and equity accompanied by insensitivity to gender dimensions of organizational behavior” (MCB 2004:32).

The intended outcomes is that CSOs governance standards, service delivery standards would be improved, but also regional and national CSO coalitions would be developed and expanded. The document is very concerned that too many NGOs work where they want to, rather than where the needs are. The new program would concentrate CSO contributions to service delivery in the regions, especially in the less developed regions. Also proposed is the idea of ‘twinning’ services between better- and lesser-developed regions. Another initiative is to promote the public profile of CSOs through the media, and it is suggested they use “real life stories and case studies to show achievements in practice.” A further suggestion is that NGO Day be broadened to CSO Day to also involve “the developmental contribution of faith-based organizations, cooperatives and trade unions, and of previously invisible CSOs, such as iddrs” (MCB 2004:37).

Of particular interest to this design for the USAID DG SO 15 is the topic of building CSO coalitions (MCB 2004:35-36). A variety of terms are used: clusters, coalitions, networks, forums, platforms, umbrellas, and apex bodies. It notes that CSOs tend to form clusters for mutual benefit, and that they may be described as networks “where linking is informal and principally for information exchange.” By contrast, it claims that for direct policy dialogue, forums and platforms are the usual methods, and that
they, as well as networks, do not have formal authority over their members. One initiative aims to establish regional CSO platforms and convene multi-stakeholder forums at regional level. This contrasts with umbrella and apex bodies that would have a mandate to act on behalf of members and sometimes will exert control over them.

Finally, the document states that collaborative arrangements between CSOs “can also be structured to match the structures of government. This offers a mechanism for dialogue between CSOs and the administration at different levels on either sector specific issues or on broader issues of policy.” This point should lead this current design document to assist SO 15, IR 2 to argue for capacitation of umbrella and apex bodies quickly and in the short-term so that they are empowered to deal with DG and other issues before some of these MCB initiatives and programs are put in place that might hinder their development.
ANNEX 9: WHAT IS APPRECIATIVE INQUIRY?

Appreciative Inquiry (AI) has been described in a myriad of ways: a radically affirmative approach to change that completely lets go of problem-based management, the most important advance in action research in the past decade, an organization development’s philosopher’s stone. Summing up AI is difficult – a philosophy of knowing, a methodology for managing change, an approach to leadership and human development. Here is a practice-oriented definition:

Appreciative Inquiry is the cooperative search for the best in people, their organizations, and the world around them. It involves systematic discovery of what gives a system “life” when it is most effective and capable in economic, ecological, and human terms. AI involves the art and practice of asking questions that strengthen a system’s capacity to heighten positive potential. It mobilizes inquiry through crafting an “unconditional positive question” often involving hundreds or sometimes thousands of people. In AI, intervention gives way to imagination and innovation; instead of negation, criticism, and spiraling diagnosis there is discovery, dream, and design. AI assumes that every living system has untapped, rich, and inspiring accounts to any change agenda, and changes never through possible are suddenly and democratically mobilized.

The positive change core is one of the greatest and largely unrecognized resources in change management today. The most important insight we have learned with AI to date is that human systems grow toward what they persistently ask questions about. The single most important action a group can take to liberate the human spirit and consciously construct a better future is to make the positive change core the common and explicit property of all.2

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2 “Appreciative Inquiry” by David Cooperrider and Diana Whitney from Collaborating for Change, Berrett-Koehler Communications, Inc. 1999
**Appreciative Inquiry “4-D” Cycle**

**Delivery**

“How to empower, learn and adjust/improvise?”

**SUSTAINING**

**Appreciating**

“How to empower, learn and adjust/improvise?”

**CO-CONSTRUCTING**

**Design**

“What should be – the ideal”

**ENVISIONING IMPACT**

**Dream**

“What might be?”

(What is the world calling for)

**ENVISIONING IMPACT**

**Discovery**

“What gives life?”

(the best of what is)

**APPRECIATING**

“4-D” Cycle

“What gives life?”

(What is the world calling for)
# ANNEX 10: HID BRAINSTORMING SESSION ON GENDER ISSUES IN EDUCATION

## Gender Issues in Education

<table>
<thead>
<tr>
<th>Classroom environment</th>
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<tbody>
<tr>
<td>• Relevance of curriculum.</td>
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<tr>
<td>• Teacher’s gender basis.</td>
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<tr>
<td>• Shortage of text books.</td>
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<tr>
<td>• Male students’ negative attitude towards girls.</td>
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<tr>
<td>• Teacher’s low expectations of students.</td>
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<tr>
<td>• Girls’ limited participation in class due to lack of confidence.</td>
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<tr>
<td>• Girls’ low self-esteem and lack of assertiveness.</td>
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## Educational Management

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<tbody>
<tr>
<td>• Male dominance in education management.</td>
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<tr>
<td>• Lack of women’s leadership in schools.</td>
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<tr>
<td>• Lack of gender sensitivity in education management.</td>
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<tr>
<td>• Limited recruitment and retention of female teachers, especially in rural areas.</td>
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<tr>
<td>• Problems in implementing Government’s affirmative action policy training (women account 30% of professional trainees).</td>
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<tr>
<td>• Gender bias in promoting female teachers to decision making positions.</td>
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## School Environment

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<tr>
<td>• Lack of policy against sexual and other forms of harassment against girls.</td>
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<tr>
<td>• Lack of mechanisms to enforce rules and regulations to protect the safety and security of girls.</td>
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<tr>
<td>• Lack of separate latrines for boys and girls.</td>
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<tr>
<td>• Lack of education on appropriate way of gender socialization for boys and girls.</td>
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<tr>
<td>• Hostile school environment towards female teachers and female students.</td>
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<tr>
<td>• Absence of school clubs in primary education.</td>
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<tr>
<td>• Absence of tutorial services to support female students’ academic performance.</td>
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<tr>
<td>• Distance from home school.</td>
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<tr>
<td>• Lack of appropriate guidance and counseling services to boys and girls</td>
<td></td>
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<tr>
<td>• Female teachers’ lack of assertiveness and confidence to assume leadership positions.</td>
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</table>

## Home Environment

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<tbody>
<tr>
<td>• High demand for girls’ time and labor for household chores.</td>
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<tr>
<td>• Parental attitude towards girls’ education - lack of support towards girls’ education.</td>
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<tr>
<td>• Parental cultural belief about the role of girls and women.</td>
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<tr>
<td>• Poverty affecting girls’ education.</td>
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<tr>
<td>• Parental literacy/education level.</td>
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</table>

## Community Environment

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<tbody>
<tr>
<td>• Cultural attitudes that affect girls’ education.</td>
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<tr>
<td>• Early Marriage of girls.</td>
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<tr>
<td>• Marriage by abduction.</td>
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<tr>
<td>• Religious beliefs that affect girls’ education.</td>
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<tr>
<td>• Societal negative attitude towards women and girls.</td>
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<tr>
<td>• Lack of awareness about the benefits of educating girls in the community.</td>
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<tr>
<td>• Low participation of women in school management committees including PTAs.</td>
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<tr>
<td>• Limited participation of men in Girls Education Advisory Committees.</td>
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</table>
ANNEX 11: PERSONS MET

USAID Washington
Cheryl Anderson, DCHA/FFP
Ruth Buckley, AFR/DP
Thomas J. Marchione, DCHA/PPM
Shawn McClure, AFR/CDO Ethiopia
Paul Novick, DCHA/FFP and Private Enterprise Development
Leonard M. Rogers, DAA DCHA

USAID Ethiopia
Mary Ann Abeyta-Behnke, Health Advisor HPN
Brad Corner, Private Sector Adviser (HIV/AIDS) HPN
Yeshiareg DeJene, Gender Specialist HID/DG
Peter Delp, Program Officer PRM
Holly Fluty Dempsey, HIV/AIDS Officer HPN
Getahun Dendir, Civil Society Program Coordinator HID/DG
Beth Dunford, Food for Peace Officer FHA
Michelle Evans, HIV/AIDS Writer/Consultant HPN
Befekadu Gebretsadik, Activity Manager for Curriculum Teacher Development HID/DG
William Hammink, Mission Director
Tesfay Kelemework, Monitoring Evaluation and Financial Specialist HID/DG
Cheryl Kim, Supervisory General Development Officer HID/DG
Aberra Makonnen, Deputy Office Chief HID/DG
John McMahon, Chief ANR
Tadele Gebre Selassie, Regional Food Security Program Manager ANR

Consultants
Ada Jo Mann, Appreciative Inquiry Consulting
Elizabeth Adelski, Anthropologist, IBM
Jerry Harrison-Burns, IBM
Laura MacPherson, Consultant

Management Systems International (MSI)
Robert Herman, Senior Associate
Julie Maurin, Project Manager

Ethiopian NGOs
Dr. Carmella Abate, Chairperson Ethiopian Gemini Trust
Ms. Ellen Allen, Legal Aid Service Coordinator, Ethiopian Women's Lawyer's Association
Mr. Zegeye Asfaw, General Manager HUNDEE - Oromo Grassroots Development Initiative
Mr. Kebede Asrat, Christian Relief and Development Association
Dr. Solomon Belete, Agricultural Economics Society of Ethiopia
Ms. Indra Biseswar, Coordinator Gender Forum, Panos Ethiopia
Mr. Kassaw Chekol, Basic Education Network
Ms. Seblewonged Denek, Project Coordinator End Violence Against Women, Panos Ethiopia
Mr. Birhanu Geleto, General Manager Rift Valley Children and Women Development Association
Mr. Tilahun Gidey, Country Representative Ethiopia Country Office Pathfinder
Ms. Saba Gebre Medhin, Director Network of Ethiopian Women Association
Ms. Netsanet Mengistu, Executive Director PROGYNIST
Ms. Leslie Mitchell, Director Pact Ethiopia
Dr. Berhanu Nega, Ethiopian Economic Policy Research Institute
Dr. Dessalegn Rahmeto, Forum for Social Studies
Mr. Ambachew Semma, Ethiopian Human Rights Council
Ms. Enata Gegnehu, Pastoralist Concern Association Ethiopia