

Ethiopian NGO Sector Enhancement Initiative



Final Report

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Acronyms

| | |
|----------|--|
| AEMFI | Association of Ethiopian Micro-Finance Institutions |
| AIDS | Acquired Immune Deficiency Syndrome |
| BEN | Basic Education Network |
| CA | Cooperative Agreement |
| CBO | Community-Based Organization |
| CBR | Community-Based Rehabilitation |
| CRDA | Christian Relief & Development Association |
| DCOF | Displaced Children and Orphans Fund |
| DG | Democracy & Governance |
| DRC | Development Resource Center |
| EDDI | Education for Development and Democracy Initiative |
| EFA 2015 | Education For All by 2015 |
| EGAD | Economic Growth & Agricultural Development |
| ENSEI | Ethiopian NGO Sector Enhancement Initiative |
| FAWE | Forum for African Women Educationalists |
| FBO | Faith-Based Organization |
| GO | Government |
| GOE | Government of Ethiopia |
| HIV | Human Immunodeficiency Virus |
| IIRR | International Institute for Rural Reconstruction |
| ME&R | Monitoring, Evaluation & Reporting |
| MFI | Micro-Finance Institution |
| MIS | Management Information Systems |
| MoE | Ministry of Education |
| MoJ | Ministry of Justice |
| MOLSA | Ministry of Labor & Social Affairs |
| NGO | Non-Governmental Organization |
| OCA | Organization Capacity Assessment |
| OCAT | Organization Capacity Assessment Tool |
| OVC | Orphans and Vulnerable Children |
| PLHA | People Living with HIV/AIDS |
| R4 | Results, Review and Resource Requests |
| Re-OCA | Re-assessment |
| SNNPR | Southern Nations, Nationalities and People's Region |
| SO | Strategic Objective |
| T&M | Training & Mentoring |
| ToT | Training of Trainers (or Teachers) |
| TTI | Teacher Training Institute |
| UNESCO | United Nations Educational, Scientific & Cultural Organization |
| UNICEF | United Nations Children's Fund |
| USG | United States Government |
| USAID | United States Agency for International Development |
| USAID/E | United States Agency for International Development/Ethiopia |
| USG | United States Government |
| VCT | Voluntary Counseling & Testing |

Acknowledgements

Pact would like to first and foremost thank the **United States Agency for International Development's Ethiopia Mission** for its vision in funding the *Ethiopian NGO Sector Enhancement Initiative*. USAID's support directly translated into more than 85 stronger, more effective Ethiopian NGOs working in democracy and governance, food security/rural development, education, health and HIV/AIDS, micro-finance, orphans and vulnerable children and gender and benefiting the communities they serve – literally millions of women, children and men.

Second, Pact thanks and congratulates all **Ethiopian NGO partners** who clearly demonstrated that their efforts work and count in the development process of this nation. Their voices are stronger than they were in 1995, the Government, the international donor community and their constituencies are hearing them, and they are enriching in countless ways the lives of Ethiopians. All of you made the ENSEI program meaningful and a success. Thank you.

Finally, Pact thanks the **Ethiopia staff** for their devotion, commitment, professionalism and hard work in making the ENSEI program a success.

We would also like to thank Ms. Susan Liebold for taking all the photographs in this report.

Dedicated to Eugene Chiavaroli

“First in development, first in the hearts of many Africans, he was second to none in the humble and endearing scenes of private life; pious, just, humane, temperate, and sincere; uniform, dignified, and commanding, his example was as edifying to all around him as were the effects of that example lasting. To his equals he was condescending, to his inferiors kind, and to the dear object of his affections exemplarily tender, correct throughout, vice shuddered in his presence, and virtue always felt his fostering hand; the purity of his private character gave effulgence to his public virtues.”

- Paraphrase of Henry Lee’s tribute and eulogy of George Washington, 1799

Without Gene’s vision, life-long dedication to development, long and rich experience in Africa, the start of the program and its entire strategy would not have been possible. He held fast in his beliefs and values and set the stage for the entire eight years of the program. We thank you and we miss you.

Executive Summary

From the signing of the cooperative agreement until its completion in September 2003, the USAID-funded **Ethiopian NGO Sector Enhancement Initiative (ENSEI)**, as implemented by Pact, resulted in major accomplishments for and within the NGO sector. With Pact as a catalyst, ENSEI strengthened and improved the NGO sector, created a more enabling environment in which NGOs operate and helped delineate a clearer future for NGOs in Ethiopia.

ENSEI's accomplishments were primarily due to Pact's unique approach, adopted from the program's start. From the beginning, Pact emphasized supporting and building local capacity to increase the local skills-base. Indigenous skills and resources were then drawn upon during program implementation, further building local capacity. Also contributing to program success was the tremendous commitment from Pact's Ethiopian NGO partners. Further, USAID allowed Pact the flexibility it needed to implement a program that adapted and responded to changing needs in the Ethiopian NGO sector—therefore the program could be refined during program implementation, continually building upon lessons learned. The success of ENSEI would have been impossible without this support.

ENSEI resulted in more than 85 Ethiopian NGO partners with increased organizational, managerial and financial capacities to more effectively and efficiently deliver services to their beneficiaries -- the largely poor, rural and under-served Ethiopians most in need of such support. All assistance was (and continues to be) targeted at sectors most important to USAID and the greater Ethiopian community -- food security/rural development, democracy and governance, micro-finance, education, preventative and primary health and HIV/AIDS, and orphans and other vulnerable children.

Pact signed its Cooperative Agreement with USAID in July 1995 but faced registration delays with the Government of Ethiopia until May 1996. ENSEI was not able to formally start-up until registration was completed. However, Pact used this time to conduct several preliminary activities (chief among them was the participatory design of Pact's organizational capacity assessment tool (OCAT) which ultimately served the program extremely well.)

In February 1997, Pact's Country Representative Eugene Chiavaroli died unexpectedly of a heart attack in Ethiopia, causing not only emotional turmoil among Pact's staff and partners, but also leadership transition, resulting in Pact's current Country Representative, Ms. Leslie F. Mitchell filling this position.

Summary of Significant Accomplishments by Objective

The three objectives of the ENSEI program were:

- (1) An **improved enabling environment** in which NGOs work collaboratively with government on policy and development projects
- (2) **NGOs have improved capacity** to carry out effective programs, and
- (3) **NGO umbrella and networking** groups take a proactive approach in representing and supporting members



Enabling Environment

Pact served as a catalyst in creating a more enabling environment for NGO operations in the country by:

- Improving Government/NGO understanding and relations
- Increasing dialogue.

The environment in Ethiopia for NGOs at the start of the Cooperative Agreement (1995) was restrictive and disabling. In 1996/7, the Government of Ethiopia (GOE) de-registered approximately 47 NGOs. GOE was suspicious of the NGO sector, and limited its growth through both policies and actions. For example, NGO registration was a difficult and often laborious process, often taking an NGO one year or more to gain the legal status necessary to implement development activities.

The Code of Conduct for NGO Self-Regulation: Through ENSEI, Pact undertook a variety of strategic activities that helped the NGO sector in Ethiopia to come together, voice their concerns and start a process of dialogue with the GOE. For example, Pact initiated, facilitated and supported the development of the Code of Conduct for NGO Self-Regulation.

This process, taking 2 ½ years to complete, represented the first time that the NGO sector gathered together to address a common concern. The process also increased the credibility of the NGO sector in the eyes of the GOE as it showed the sector's own concern with issues of transparency, accountability and self-regulation.

Pact also advocated on behalf of a new **NGO Legislation**, starting from 1996/7 until 2004. Pact initiated and serves on an Ad Hoc Committee to provide comments and suggestions to the Ministry of Justice, and serves on the Ministry of Justice NGO Committee for improved GO/NGO relations.

NGOs and the Media: Pact created linkages between NGOs and the media to combat skewed and negative representation of NGOs in the Ethiopian media. ENSEI activities allowed media personnel to observe, first-hand, the work of Ethiopian NGOs and the important services they provide to under-served communities and report on their own

observations. ENSEI also initiated and facilitated GO/NGO dialogue fora, and many other activities targeted at improving the overall environment, relations and collaboration between government and NGOs in Ethiopia. This combination of inter-related activities has improved the environment under which NGOs in Ethiopia operate today.

Exposure Tours: Pact organized a number of exposure tours for government officials and NGOs to learn from other developing countries on various areas of concern, including GO/NGO relations, NGO regulation/legislation and best practices, networking, and sectoral concerns including education, democracy and governance, knowledge management, gender, HIV/AIDS, micro-finance, etc. Because all of ENSEI's objectives were interrelated, it was important for participants to gain the maximum input and benefit from each exposure trip. A total of 62 participants traveled to a total of eight developing countries in Africa, Asia, and Latin America.

These exposure tours were important for a variety of reasons. The first and perhaps most important was because, in most instances, neither government nor non-government representatives had been to other developing countries and by observing GO/NGO relations, legislation concerns and development practices of other countries served as a model to all participants. The lessons were then shared upon return to Ethiopia, to a wider audience of local NGO partners.

The results of the exposure tours were multiple – at the sectoral, enabling environment and networking levels. See Attachment 1 for an Impact Assessment report on the exposure tours for further information.

Student Internship: Pact initiated a student internship program with Addis Ababa University and other Universities in the country to allow students the opportunity to gain practical work experience in their field of study. In addition, it provided local NGO partners with additional staff to implement their projects. In some instances, local partners hired the interns as permanent staff members and for others, it gave them an opportunity to have work experience on their CV's after graduation. Pact placed over 400 interns over the course of ENSEI.



NGO Capacity

In 1995, the NGO sector in Ethiopia was nascent and just emerging. It did not have an identity of its own, and NGOs operated in isolation. While NGOs had good ideas and were committed to serving communities, they were severely constrained in both resources and capacity. Many were one-person organizations, with no professional staff or offices. Only one or two organizations were guided in their work by a strategic plan.

Through its holistic capacity enhancement approach, Pact worked with more than 85 local NGOs¹ in all USAID priority sectors, including democracy and governance; education,

¹ For purposes of this report, the term “NGO” also refers to Civil Society Organizations (CSOs), Community Based Organizations (CBOs) and Faith-based Organizations (FBOs).

preventative and primary health and HIV/AIDS, gender, food security and rural development, micro-finance and orphans and vulnerable children.

Participatory Planning and Implementation: Given the nature of the program and Pact's own institutional values, the ENSEI program used participatory methods from the start to understand constraints faced by Ethiopian NGOs. Pact spent considerable time and effort in consultation with Ethiopian NGOs and other stakeholders among the development community in Ethiopia and developed its organizational capacity assessment tool (OCAT) in consultation with them. Throughout the program, Pact sought input from its partners by holding bi-annual partners meetings to gain feedback and share lessons amongst all partners and re-direct programmatic activities, if needed, held focus group discussions on sectoral concerns, and held numerous evaluations during the LOP.²



Throughout the LOP, Pact developed and produced a variety of manuals, studies, reports, and assessments. For a complete listing of these documents, see Attachment 2.

Increased Organizational Capacity: The OCAT was used to assess organizational capacity of partner NGOs. An analysis of OCAT results served as the basis for Pact's intensive training and mentoring program, which addressed priority needs as reflected in the results. Pact also introduced an innovative follow-on mentoring program that helped NGOs institutionalize the training and effect organizational learning and change. As a result of training and mentoring,

- 83 NGO partners (out of the 86) have financial systems in place.
- More than 63 NGO partners use strategic plans to guide their development work.
- 37 have administrative systems in place.
- All 86 partners are better able to design, monitor and report on their development activities.

As measured by the re-assessment (Re-OCA), overall organizational capacity of organizations increased by 31.8 per cent. The largest increase in capacity was in the area of financial management with an increase of 41.9 per cent. Other areas of high-capacity growth are:

- Sustainability at 37.6%
- Service delivery at 34.3%
- Management practices at 34.2%³

Technical Assistance and Strategic-Action Grants: In addition to training and mentoring, Pact provided technical assistance and strategic-action grants to strengthen NGO capacity and effectiveness. These grants were provided to local NGOs after the training and

² Pact conducted a Mid-Term evaluation in 1997; an Internal Benchmark Evaluation in 1998; an Impact Evaluation in 2000, a separate DCOF evaluation in 2000, and USAID's Final Evaluation in 2002.

³ See OCA/Re-OCA consolidated reports 2000 and 2002 in Attachment 3.

mentoring cycle to enable them to put into practice the learning from training and mentoring, to build organizational experience, and to implement effective projects.

Strategic-action grants enabled NGOs to prepare and design proposals, financially account for funds, implement sound projects and monitor, evaluate and report on activities. Projects funded by strategic-action grants provided NGOs with track records, which assisted them in accessing other donor funds and diversifying their resource base. They also provided much-needed services at the community level in USAID's priority sectors as listed above. Strategic-action grants recorded significant sectoral achievements, described later in this report. Three different types of grants were provided to partners: personnel secondment, commodity and activity grants.

Training of Local Consultants: Pact invested in human resource development by training local consultants in a variety of areas of organizational development⁴. This allowed Pact to build a large and diverse pool of local consultants to draw upon in addressing the needs of a broad network of NGO partners within the program. Today, this resource base of trained consultants provides their services to clients in Ethiopia and elsewhere in the region. Clients include: governments, donors, local and other international NGOs. Pact trained more than 200 Ethiopian consultants during the program. This approach served the program especially well in building local training capacity and local ownership of the ENSEI program—and ensuring appropriateness and cost-effectiveness of activities.

Gender Mentoring: Pact introduced the concept of gender mentoring under the ENSEI program. Gender mentoring, a complement to gender training, translates theoretical aspects of gender training into practical approaches that reach women at the community level. The *Gender Mentoring Manual* that Pact developed has been piloted with four local partner NGOs and has proved highly successful, resulting in improved decision making on gender related concerns, institutional understanding of gender related concerns, and enhancement of practical capacity at the community level on gender integration, programming and implementation. See Attachment 4 for the Gender Mentoring Manual.



Networking

ENSEI spearheaded the effort to develop demand-driven, coalition-based networking in Ethiopia by providing technical and financial support to organizations interested in establishing networks. At the start of the program, networking was an unfamiliar concept to most NGOs, who worked in isolation. The nascent NGO sector of the time did not recognize the value added of working together on common issues.

⁴ Organizational development training for local consultants included: facilitating and mentoring skills, strategic planning and management, board development, gender, OCA skills, conflict prevention and management, ME&R.

From the start of ENSEI, Pact introduced and emphasized the value of networking, held introductory workshops on networking for partners, and facilitated sector-based NGOs to mobilize and initiate networks targeting their areas of concern. During the course of the ENSEI program, networking has become a well-understood concept and part of the NGO sector in Ethiopia. Specifically, Pact has facilitated the development of 10 thematic networks. These are:



- Education network – Basic Education Network
- Orphans and vulnerable children’s network – Orphans and Vulnerable Children’s Network
- Street children’s network – Forum on Street Children Network
- Micro-finance network – Association of Ethiopian Micro-finance Institutions
- Micro enterprise network – Micro-enterprise Development Forum
- Gender network – Network of Ethiopian Women’s Associations
- HIV/AIDS network – Addis AIDS Action Network
- Community-based rehabilitation network – Community Based Rehabilitation Network
- Democracy and governance network – ENCONEL 2000 (future name under discussion)
- Regional/local adolescent reproductive health⁵ – (future name under discussion).

Shortcomings of the Cooperative Agreement

The Cooperative Agreement (CA), itself, had few shortcomings; however, several challenges were outlined in the ENSEI Impact Evaluation of 2000 and again in the ENSEI Final Evaluation conducted by USAID in 2002.

While the CA included a substantial involvement clause stating that USAID would provide Pact “...with overall policy and technical guidance...,” engagement by USAID Ethiopia in the ENSEI program was limited for a number of years (specifically 1998-2002). During this period, representation, dialogue and communication between Pact and USAID Ethiopia were limited. Pact made many attempts to engage with, seek guidance from and open dialogue with USAID Ethiopia, though these attempts were largely unsuccessful.

Findings from the Impact Evaluation in 2000 indicate a lack of USAID review and feedback on ENSEI bi-annual reports submitted by Pact. The Final Evaluation of 2002 indicates that the Mission did not think ENSEI reporting provided by Pact was adequate. This is a small, but clear example of the kind of gaps that existed between USAID Ethiopia and Pact for many years. In addition, because the Final Evaluation that USAID conducted did not review or evaluate any of the sectoral accomplishments of the program, Pact hired local

⁵ This network was established under the auspices of the Packard Foundation program that Pact is implementing.

consultants to conduct rapid impact assessments on some of the sectoral areas of interest. Unfortunately, because of time constraints, not all sectors could be assessed.

It must also be noted that communications between Pact/ENSEI and the Mission have increased significantly since 2003 and the working relationship has been positive since then. In addition, two no-cost extensions were granted from the Mission to ENSEI, which greatly facilitated Pact's work in closing out the project and ensuring a smoother transition for partner NGOs.

With the change of strategy in USAID Ethiopia, and the declining Democracy and Governance (DG) funding, the source of ENSEI funds, ENSEI made a shift in 2000 from a DG-funded program to a sector-based program, with funds allocated from each sector office. The shift was expeditious and efficient because Pact had already been working in USAID-priority sectors. Pact and the Mission worked together to access funding from various sector offices within the Mission, and accomplished this.

However, the shift from DG to sectors forced Pact, with very short notice, to discontinue work with a number of important ENSEI NGO partners the entire group of DG partner NGOs and 14 food security and rural development partner NGOs.



Description of Cooperative Agreement Activities from Inception

I. Capacity Building

Organizational Capacity Assessment Tool (OCAT): From the very start, the ENSEI program worked to develop a participatory monitoring and evaluation tool in consultation with NGOs and other development stakeholders in Ethiopia. The tool that emerged out of these consultations was the Organizational Capacity Assessment Tool (OCAT), now renowned in the country.⁶ It set the stage for the entire ENSEI program. The OCAT measures seven areas of organizational effectiveness:

- Governance
- Management practices
- Human resources
- Financial management
- Service delivery
- External relations
- Sustainability



The tool has served as a “mirror” for NGOs, reflecting their organizational strengths and limitations. Due to the participatory manner in which the tool was developed, NGOs no longer feared being monitored nor were they afraid to acknowledge organizational limitations. Partly, this is because the tool itself is participatory and all staff, board, beneficiaries and donors of the organization provided information reflected in the assessment. It is also because Pact made substantial efforts to explain the rationale for organizational capacity assessment and the value to the organization of having a clear picture of their strengths and weaknesses.

For Pact, the OCA provided baseline information and served a multitude of purposes, including:

- Diagnostic instrument
- Baseline measurement
- Educational tool for organizational development
- Monitoring and evaluation tool.

The OCAT also empowered members of partner organizations and had important team-building results. Between Pact and partners, the OCAT helped build relationships and trust. Re-assessments (Re-OCAs) were undertaken with all partners to determine levels of growth in organizational capacity. Pact, then, consolidated individual OCAs into reports demonstrating the overall capacity increase among the NGOs as a group.

⁶ The OCAT tool developed in Ethiopia has been adapted in many of Pact’s programs in other countries including Cambodia, Kenya, Zambia, Zimbabwe and others. In addition, there has been a significant demand from other organizations to learn from the tool itself, and the OCAT has been widely disseminated to those working in capacity building.

Training and Mentoring: At the same time as developing the OCAT, Pact trained a cadre of Ethiopian trainers, facilitators and mentors whose skills were then used throughout ENSEI program implementation. Pact trained more than 200 local consultants to assist the ENSEI program with training large numbers of NGO partners in a cost-effective and appropriate manner. The training of trainers (ToT) that Pact initiated included⁷:

- 29 trainers in board management
- 36 gender trainers
- 42 trainers in participatory project design, monitoring, evaluation and reporting.

Based on OCAT findings, which reflected particular areas of weakness among NGOs, Pact developed a Training and Mentoring (T&M) program. T&M was Pact's major intervention to address capacity constraints as reflected and documented in OCAT results.

The training component consisted of a short delivery of training on priority capacity areas to NGO partner staff, followed by intensive mentoring over a period ranging from 3-12 months depending on the needs of the NGO. The mentoring process ensured that individual and theoretical learning from the training sessions was translated into institutional learning and practice. And, because Pact's partner NGOs were at different stages of organizational development, Pact had to be flexible, responsive and provide targeted and appropriate assistance to meet the varying needs of its partners.

The core areas of T&M were:

- strategic planning and management
- project proposal design
- monitoring, evaluation and reporting,
- financial management.

Additional topics, included on demand, were:

- Administrative systems/procedures
- Leadership
- Conflict prevention and management
- Board development
- Media and communications
- Local resource mobilization
- Good governance.



These “second generation” training topics provided Ethiopian NGOs with additional skills in managing their organizations and increased their staffs’ ability to more effectively implement projects.

⁷ Other ToT that Pact conducted included: Facilitators ToT, Mentoring ToT, OCA ToT, etc.

Table 1 outlines the types of training and mentoring and its results.

Table 1. ENSEI Training & Mentoring Program⁸

| Training | No. of NGOs | No. of participants | Results |
|--|--------------------|----------------------------|---|
| Training of Trainers Facilitators Mentors | | 77 | 77 individuals trained; increased number of local consultants for development community to use; facilitating/mentoring skills established |
| Training of OCA Facilitators | | 52 | More than 50 individuals trained in administering the Organizational Capacity Assessment; increased understanding of organizational development among development practitioners |
| Strategic Planning and Management | 95 | 107 | 63 NGOs with strategic plans in place; NGOs continue to conduct their own strategic plans without Pact's assistance; allowed NGOs to plan together with stakeholders of the NGO; implemented organizational changes with direct support and skills transfer from mentors; charted a vision for their NGO; reviewed and revised organizational structure; upgraded staffing; improved institutional systems and skills; produced and refined policy manuals; enabled NGOs to develop long term perspective |
| Project Planning, Design, Monitoring, Evaluation and Reporting | 91 | 297 | 91 local NGOs with better skills in designing and planning projects; increased funding levels and more diversified donor base; improved reporting; improved monitoring and evaluation of projects; increased accountability to communities; increased community participation; enhanced stakeholders capacity to be involved in all stages of the project cycle |
| Financial Management | 96 | 161 | 83 NGOs have computerized financial systems in place; finance and accounting manuals developed; financial reports met deadlines; undergoing audits without difficulty; increased transparency & accountability to constituencies, donors and GOE |
| Administrative | 43 | 43 | 37 NGOs with administrative systems, |

⁸ The number of NGOs trained, reflected in this chart, is more than 86. This is because many NGOs needed to undergo the training more than once for various reasons (turnover in staff, etc) and also because some NGOs were "replaced" with other new NGOs as a result of stagnation, drop-out of program or "divorce" by Pact, to reach the target number of up to 85 NGOs in the program.

| Training | No. of NGOs | No. of participants | Results |
|--|--------------------|----------------------------|--|
| Management | | | policies and procedures in place; improved transparency and accountability of NGO |
| Board Development for Non Profit Organizations | 82 | 146 | 146 board members of local NGOs and 82 organizations trained in non profit board development; increased board involvement; clearer understanding of board's own roles and responsibilities; clear delineation between board and management of NGO; formation of general assemblies; improved gender balance within Boards; successful fundraising by board members; training has had a multiplier effect with CRDA training their members as well |
| Conflict Prevention and Management | 108 | 142 | 108 civil society organizations trained, 142 individuals trained in conflict prevention and management; underscored concept of peace building among communities; promoted culture of dialogue and discussion among conflicting parties; research conducted and disseminated among NGO community; increased involvement of community representatives and local government authorities in preventing and resolving conflict; increased local NGO skills in resolving internal organizational conflicts; development of materials in local languages for use in training community members in peace, education and conflict resolution; identified traditional conflict management practices; fostering better GO/NGO relations through promoting dialogue and discussion in situations of disagreement |
| Domestic Resource Mobilization | 93 | 134 | 93 NGOs and 134 individuals with improved skills in mobilizing local resources; Culture of Giving study shed light on opportunities in the country; establishment of joint NGO/private sector committee; initiated fundraising activities; more diversified donor base for local NGOs; increased annual budgets of NGOs; increased community resources for projects; private sector partnerships |
| Leadership | 33 | 45 | 33 NGOs and 45 local NGO leaders |

| Training | No. of NGOs | No. of participants | Results |
|-------------------------|-------------|---------------------|--|
| | | | with enhanced skills; Global Excellence in Management training led to appreciative inquiry approach to management within local NGOs. |
| Media and Communication | 74 | 120 | 74 local NGOs have improved understanding of working with media; publicizing their own work; improved relations with government; <i>Media Guidebook</i> for NGOs developed |
| Gender | 75 | 98 | Increased number of gender experts; development of <i>Gender Mentoring Manual</i> ; enhanced awareness and skills in gender and development at the organizational level; equipped individuals and local NGOs with practical gender analysis tools; formation of the gender network |
| Networking | 160 | 175 | 10 networks in place; 3 officially registered with MoJ; advocacy on sectoral areas; policy influence; greater information sharing among NGOs ; collaborative projects between NGOs; improved relations with government |
| Code of Conduct | 294 | 296 | More than 270 signatories on Code of Conduct self-regulating mechanism for NGO sector; improved understanding of ethics and accountability within sector; increased credibility with other actors |

Pact provided training and mentoring services to all NGOs who wished to participate. However, some NGOs did not undertake the mentoring component, mainly because of a lack of time and personnel to work with a mentor.

In analyzing patterns in capacity increases among NGO partners, the results of the Re-OCA clearly demonstrate that organizations that did not undertake mentoring did not grow as much (or actually regressed) compared to those who went through the mentoring process.

In addition, some NGOs simply wanted grants from Pact and were not as concerned with the capacity of their organizations. Pact then chose to require that NGOs undertake the core training and mentoring program prior to receiving an ENSEI grant. As a result, some NGOs “dropped out” from the ENSEI program as stagnant partners and in one case, Pact had to “divorce” a partner for misconduct and financial unaccountability⁹. In addition to the training and mentoring mentioned above, Pact provided focused training and technical assistance, supported international and national study tours and exchange of best practices to more 1000 participants in addition to the chart shown above. See Attachment 5 for a full description of other training and technical assistance.

⁹ Out of a total of 93 NGOs and one University that Pact worked with under the ENSEI program, 7 were either de-registered or stagnant and Pact “divorced” 1 NGO partner.

Strategic Action Grants: Pact used strategic action grants as an integral part of ENSEI's approach to capacity enhancement. Three types of grants were provided to NGO partners:

- Personnel secondment
- Commodity
- Activity grants.



Personnel secondment and commodity grants were provided based on needs demonstrated by partners and in response to OCAT results. The retention of professional staff was identified as a significant problem in the OCAT results of almost all partners. Donors were not willing to provide funding for staff, thereby leaving local NGOs with projects to implement and manage but no staff to do so.

Similarly, most local NGOs did not have basic equipment in their offices such as computers, printers and, in some cases, office furniture. Again, based on partner needs, Pact provided a set amount for specific types of equipment. The combination of personnel and commodity grants improved NGO effectiveness and ability to write proposals and reports for donors. Activity grants were provided to local NGOs to implement activities in the priority sectors previously described. Pact provided a total of \$4,756,931 in strategic action grants over the life of the \$12,008,447 million program. See the Fiscal Report, on page 35 of this report for a breakdown of grants by sector and type.

II. Enabling Environment

In 1995, when ENSEI started up, there was a disabling environment for NGOs to operate in the country. In 1996 the Ministry of Justice (MoJ) took over the role of the legal registration process from the then Relief and Rehabilitation Commission (RRC), now known as the Disaster Prevention and Preparedness Commission (DPPC). The MoJ was new to this role and registration was a long and laborious process, taking a year or more to become legally



registered to operate in the country. There was a biased perception of the NGO sector by the public and government, minimal knowledge about the contributions NGOs were making to the nation's development, arbitrary closure of NGOs by the MoJ and literally no activities were being carried out on behalf of an enabling environment. When the MoJ decided to close down an NGO, there was no legal recourse or appeal process. There was an absence of a clear and transparent legal framework for NGOs to operate. In 1995/6 the MoJ de-registered approximately 47 NGOs. The historic understanding of the work NGOs conducted were focused on relief and humanitarian assistance and international NGOs played a larger role in this assistance than local NGOs. Very few local NGOs even existed in 1995, and those that did exist had small projects, mainly focused in the capital city, Addis Ababa. The local NGOs were not well known to one another and they did not share

information or undertake meaningful collaboration. Networking was almost non-existent among the NGO sector.

In 1995, Pact developed an enabling environment strategy to begin addressing the paramount challenges that NGOs faced in the country. Its first enabling environment review set out to determine activities and interventions that could be undertaken throughout the life of the program to improve the environment in which NGOs operated.

Pact's presence, innovative ideas, standards, sharing international best practices, collaborative and participatory approach throughout the ENSEI program changed and set the course for the NGO sector as we know it today. The ENSEI program worked with the sector to engage in dialogue with government and to improve collaboration amongst themselves and with government as genuine partners in development. For example, Pact worked with the MoJ in the first months of the program to review the current NGO legislation and over time together determined the need for a more enabling legislation that was transparent. Pact initiated the first GO/NGO dialogue sessions at a regional level to develop guidelines for NGO operations; it initiated and together with the InterAfrica Group, CRDA and others worked on the development of a self regulating Code of Conduct for NGOs. All of the above examples began the process of improving the environment, in which NGOs operated in the country. Pact worked as a catalyst and facilitator to exponentially change the enabling environment. Although many actors were engaged in the process, it was Pact and the ENSEI program that initially engaged them. Today, others have taken the lead in these efforts.

Activities to improve the environment for NGOs were undertaken throughout the life of program. The following table illustrates the numerous activities and related results achieved.

Table 2. Activities to Promote an Enabling Environment

| Enabling Environment Activities | Results |
|---|--|
| Initiated process of developing first Code of Conduct for NGO sector self regulation | Represented the first time the NGO sector came together to work on a common issue; self-regulating mechanism in place for the NGO Sector; over 270 signatories on Code of Conduct; helped to build credibility of NGO sector with the GoE |
| Initiated the NGO Ad Hoc Committee for the new NGO Legislation in Ethiopia, provided the first Preliminary Observations paper on the Legislation draft for the Ministry of Justice; serves on the Task Force with the Ministry of Justice for NGO/GO collaboration and relations. | Draft legislation in place; however, there remains concern about the document. Pact continues engagement with the legislative Ad Hoc Committee in its refinement and advocacy with the Government and donor community. |
| Facilitated and sponsored a variety of exposure visits for government and NGO representatives to other developing countries to observe, the government-NGO relations and legislative frameworks of these countries | Greater understanding by government representatives on legislative environment in other countries and different approaches to GO/NGO working relations; attitudinal change by government representatives in their work with NGOs; changes in government practices relating to NGOs |

| Enabling Environment Activities | Results |
|---|--|
| Initiated, supported and co-organized three NGO DAY events open to the public | Greater understanding by public on role and work of NGOs in the country; first link between general public and NGO community; increased collaboration from government on the work of NGOs; government acknowledgement of NGO roles as development change agents and partners in development. |
| Conducted four enabling environment reviews analyzing NGO/GO relations | Documented trends and changes in enabling environment; created a dialogue on issues during interviews, focus groups and exchanges; wide distribution to donor and international community on a periodic basis, providing valuable information on broader issues of GO/NGO relations and activities. |
| Placed over 400 interns from various Ethiopian universities with the NGO sector | Created an opportunity for university students to gain practical experience in their field of studies; provided NGO sector with skilled staff which were lacking; created linkages between the universities and NGO sector, linking development practitioners with academic/research institutions; better understanding and appreciation of NGO sector |
| Held NGO-media relations panel discussions and site visits for the media and developed a media guidebook for NGOs | Created dialogue and linkages between media and the NGO sector; site visits allowed media to observe first hand and report on the work and role of local NGOs development efforts; media guidebook provided practical training in accessing and working with media for the NGO sector |
| Produced documentary films on the work of two local partner NGOs | Allowed NGOs to publicize their development work; used as a marketing tool by the NGOs; served as a model that was replicated by many local and international NGOs |
| Produced a quarterly newsletter <i>IMPact</i> on the work of the program and its partners | Provided quarterly information regarding the ENSEI program, highlighting achievements and innovations of local NGOs; recognized importance of sector; distributed to the international community to highlight Ethiopian NGO capacities; allowed stakeholders to keep abreast of current developments. |
| Conducted a study on the <i>Culture of Giving</i> in Ethiopia | This served as the first step in illuminating local resource mobilization possibilities in the country; outlined the context and provided a basis for activity design; created linkages and a forum for discussions between the private and NGO sector |

| Enabling Environment Activities | Results |
|---|---|
| Established the first Development Resource Center (DRC) in the country in November 1998 for NGOs, consultants, government, private sector and students, allowing access to information through the internet, development publications and training. The DRC reached a larger audience than the 86 partners under the program as it was an open membership operation. Monthly organizational development training was organized for non-partners in the program. | The DRC registered more than 9000 members who used electronic and paper-based development resources at the center; 698 were trained in using internet and email resources, 104 in Microsoft publisher; 65 in media and communication; 50 in participatory performance appraisal; 80 in budget preparation; 35 in financial management for non-financial managers; 70 in local resource mobilization; and 23 in effective writing and newsletter preparation |
| Facilitated sectoral exposure tours outside Ethiopia for government and local NGO representatives to learn from other country experiences. Countries visited included: South Africa, Bangladesh, Philippines, Zimbabwe, Peru, Bolivia, USA and Indonesia. For an impact assessment on these exposure tours, see Attachment 4 | Facilitated a change in policy allowing alternative education in the Amhara region; increased practical knowledge and best practices in networking and on various sectoral areas including: micro-finance, HIV/AIDS, advocacy, education, vulnerable children; created linkages between Ethiopia and other developing countries |
| Initiated the monthly informal international NGO lunch meeting | Created an information exchange and lobbying effort among the international NGO community in the country that continues today. |
| “Replication is the best form of flattery”: CRDA, the largest NGO umbrella in the country underwent a strategic planning process in 1997/8 and changed their mandate to fit the very objectives Pact was undertaking; they continue to base much of their work on Pact’s objectives | Capacity building innovations were replicated which provided greater access to services for NGOs; today CRDA serves as a type of lobby for the NGO sector, representing it with the GOE. |

III. Networking

The ENSEI objective related to networking was perhaps the most difficult objective in which to realize results—partly a result of the low level of maturity of Ethiopian NGO sector at program start and partly a result of significant obstacles in government regulation/registration of networks.

The GoE does not translate the existing legislation to allow the formal registration of networks. Therefore, Pact’s efforts have had a dual focus:

- To assist informal networks to establish themselves and work together for common causes
- To work with GOE and other stakeholders on NGO legislation and facilitate a greater awareness and understanding on the issue of networking.

Pact introduced the concept and value of networking early on in the ENSEI program, but much of the impact of ENSEI's work in networking started in 1997/1998 when NGOs began requesting assistance from Pact to help facilitate such networks. Pact provided substantial inputs to facilitate networking in the country and networks in Ethiopia have made significant gains and achievements.

In 1999, the Association of Ethiopian Micro-Finance Institutions became formally registered with the Ministry of Justice (MoJ). In 2003 the Network for Women's Associations in Ethiopia registered formally, followed by the Micro Enterprise Development Forum in 2003. Although the legislation still does not specifically allow or disallow formal registration of networks, the new draft legislation does permit networks to register and the MoJ is showing some leniency in this regard, as demonstrated by those three networks that have gained legal registration.

A summary of ENSEI-facilitated networks and their results are provided in Table 3 below.

Table 3. ENSEI-Facilitated Networks and their Results¹⁰

| Network | Results |
|---|---|
| Orphans and Vulnerable Children's Network | Worked with MOLSA on developing an alternative child support program policy; provided input into the OVC policy which is currently being developed by MOLSA, UNICEF, and Save the Children Alliance |
| Basic Education Network | Nationwide policy advocacy allowing children from alternative basic education centers to transfer into formal sector schools, government issued a directive at the Woreda level to facilitate transfer of students; worked with UNESCO and MoE to advance the EFA 2015 campaign; represented Ethiopia in the 8th Conference of Education by African Member States; local NGOs transferred alternative basic education centers over to government as a means for sustainability; in some cases, locally trained facilitators are being sponsored to attend the formal TTI training |
| Association of Ethiopian Micro-Finance Institutions | Formally registered with the MoJ; advocate and promote services of micro-finance industry in the country; provides technical and skills training to micro-finance sector and their clients; in collaboration with the National Bank of Ethiopia helps to monitor the financial performance of MFIs and produce reports; technical assistance to provide MIS, marketing, financial management and business planning support; conducted numerous research and studies |

¹⁰ The regional reproductive health network is not shown in this chart, as it was not a network facilitated under ENSEI funding.

| Network | Results |
|---|---|
| | about the MFI sector in the country |
| Micro Enterprise Development Forum | Formally registered with MoJ; provides training on micro-enterprise development; hold experience sharing meetings for best practices; working in collaboration with AEMFI |
| Network of Ethiopian Women's Associations | Formally registered with the MoJ; organized GO/NGO women's forum; elected in the EGAD NGO/CSO Steering Committee; advocating gender responsive laws and policies and their implementation in the country; initiated a bi-monthly forum called "Gender Talk" to discuss gender related issues; issues a quarterly newsletter |
| Community Based Rehabilitation Network | Research to set CBR service standards in the country; conducted experience sharing with a rehabilitation center in Arba Minch; providing training to local government and community on aspects of community based rehabilitation; established a resource center for NGOs working on disability |
| ENCONEL 2000 | First time D&G NGOs came together to undertake a joint program; joint negotiations with donor community; developed common voter's education training materials in four main languages; provided voter education nationwide, reaching 3.6 million people; won support of National Election Board which backed their activities; undertook similar activities for the February 2001 district elections; soon thereafter, they were banned from operations |
| Street Children's Network | Advocacy efforts include: collaborated with the supreme court to advocate on the rights of children; trained supreme court officials on juvenile justice. Results: courts now have new policy in place to hear more juvenile cases, do not hold children in same cells as adults and have established a sustainable program with the Addis Ababa police department to train police how to handle and manage cases involving street children |
| Addis AIDS Action Network | Membership established with 60 NGOs, government representatives and associations |

Significance of these Activities to the Growth and Strengthening of the Ethiopian NGO Sector

In 1995, the local NGO sector in Ethiopia was nascent. There was no cohesive force within the sector and most Ethiopian NGO activities revolved around the capital city, Addis Ababa. The objectives and activities of the ENSEI program played a role of paramount importance to the growth of the sector in Ethiopia. All three inter-related objectives were important in the growth of the sector reaching a broader perspective with the enabling environment, capacity of individual local NGOs and networking.



In fact, capacity building, enabling environment, networking, mentoring, were all new terminologies for the sector. No international organization in the country focused entirely on the local NGO sector. Donors had limited engagement with the local NGO sector given their few numbers. Since the country had been undergoing a continuous relief and emergency/humanitarian efforts with the international NGO sector, local development initiatives were forgotten during such crisis. Pact's efforts were to

engage with local NGOs with a development agenda – shifting the lens from relief/humanitarian assistance to development – appropriate for the time.

Innovative NGO Programs: ENSEI supported innovative programmatic ideas with local partners. For example, the **grain bank pilot project, a transitory food security project** was Pact's first activity grant to a local partner. It proved successful beyond the imagination. After Pact piloted this project with the local partner, the partner replicated it 63 times in 13 different Woredas using other donor resources. The grain banks provide transitory food security and a community income-generating scheme. The community uses income to tackle various issues of importance to it such as disabled care, elderly and women's issues – thereby empowering communities to solve their own priority problems.

Pact was a pioneering partner in **alternative education** with other international NGOs. Pact brought in a new approach by supporting only local partners, a sustainable method, which has been successful in expanding the number of local NGOs working in education and supporting community engagement. In addition, the program developed curricula materials for alternative education in Oromia and SNNPR (South Omo zone) – the first curricula for alternative education in the country. The program also helped to integrate **social concerns in the formal education system** by building capacities of school clubs in the area of reproductive health, HIV/AIDS, environment and girls clubs.



With Displaced Children and Orphans Fund, Pact was able to assist NGOs working with **orphans and other vulnerable children** in the country, helping to change approaches in

childcare in the country in an exponential manner. Through capacity building, networking, resource provision, exposure tours, etc, NGOs learned new, more sustainable and culturally appropriate methods of childcare at the community level.

ENSEI was the only program of its kind in the country that provided comprehensive capacity enhancement and resource support to NGOs working in **democracy and governance (D&G)**. Pact brought D&G into the spotlight as a development agenda in the country using a non-threatening approach. The program initiated a training program for skills development on conflict prevention, management and resolution – the first ever in the country that was provided to government representatives, and other civil society actors, such as trade unions, faith based organizations, chamber of commerce and the private sector.

Micro-finance was a sector that Pact played a significant role in developing. New to Ethiopia, the micro-finance sector was lacking capacity at all levels. Pact helped facilitate the establishment of the Association of Ethiopian Micro-finance Institutions, supported capacity enhancement at different levels within MFIs, conducted the first business strategic plan for an MFI in the country (now used as a model for other MFIs) and supported them to attend regional and international exposures and conferences.



Integration: One of the beauty’s of the ENSEI program was that it was able to integrate all sectoral areas of concern together. Although initially a “D&G” program, Pact’s global experience has shown that poverty demands an integrated approach. Therefore, the program and its local partners were working cross sectorally in a practical manner. Food security was integrated with micro-finance, education, HIV/AIDS, reproductive health, gender, advocacy, etc.

As a result of Pact’s capacity interventions with local partners, international organizations and donors began funding ENSEI partners based on their work with Pact in capacity building. As a result of networking activities, NGOs began coming together to have a stronger voice on particular issues and concerns. NGOs are now able to articulate issues more cohesively with more connectivity to the communities they serve.

Exposure Tours: Exposure tours to other developing countries were an important strategy Pact employed from the beginning of the program and there were multiple objectives for each exposure tour. Given Ethiopia’s historic isolation from the global community, it was important that NGO leaders and government officials travel together to gain insight into:

- Sectoral areas (HIV/AIDS, education, gender, democracy and governance)
- Ways governments of other countries worked in partnership with local NGOs
- Networking in other countries.

Influencing Umbrella Organizations -- CRDA: Although CRDA was in place when Pact arrived on the scene, their historic focus had primarily been on relief and humanitarian assistance serving the international NGO community as a membership organization. Pact played a significant role in influencing the role and mandate of CRDA. In fact, two years after Pact arrived in Ethiopia, CRDA underwent a strategic planning process whereby they changed their mandate to focus on capacity building with more focus on local NGOs and with objectives very close to the ENSEI program objectives. When Pact initiated the Code

of Conduct, CRDA wanted to conduct a similar process just for CRDA members. Pact influenced them to play a larger role for the entire NGO sector. Today, Pact continues to collaborate with CRDA on various issues of concern.

Significance of Cooperative Agreement Activities to USAID/ Ethiopia Strategic Objectives, Program Goal & Sub Goals

The ENSEI program was implemented from 1995-2003, during which time there were changes in USAID/E strategic objectives. In order to gain a contextual understanding of the ENSEI program activities and their relationship to USAID/E goals and objectives, it is necessary to look at previous goals and objectives and the changes to them.

In the Mission's objectives formulated in 1993, "Back to the Future", the overall goal of the Mission for the coming seven years was to support **tangible progress towards peace, prosperity and physical well being for the majority of Ethiopians**. The three sub-goals were:

- (1) Food security enhancement
- (2) Smaller, healthier and better educated families
- (3) An increasingly stable and democratic Ethiopia.

The Strategic Objectives were:

- (1) Increased staple food production
- (2) Key aspects of the rural health care delivery system rebuilt and reoriented
- (3) Quality in primary education improves in an expanded system
- (4) Increased access to and participation in a conciliatory democratic transition process to a permanent Government of Ethiopia.

Within this strategy, the Mission clearly articulated the need for integration and identified the three sub-goals as inter-related.

In 2001, the Mission's goal was to **reduce chronic food insecurity** with the following strategic objectives:

- (1) Improved family health
- (2) Basic education
- (3) Rural household production and productivity increased
- (4) Mitigate the effects of disaster
- (5) Democracy and governance
- (6) Southern tier special objective.

The following cross cutting themes are incorporated into all. They include: nutrition, capacity building, HIV/AIDS and integrating Title II.

The ENSEI program combined its capacity enhancement program to merge with the Mission's strategy from 1995 - 2003. The program maintained an alignment with the Mission's strategic objectives, given the priority sectors were complementary to the strategic objectives. This was ensured through the strategic action grant component of the program, which allowed NGOs to implement important sectoral activities in the communities they targeted as vital.



Food security has remained an important component in USAID's goals for the last 10 years. The food insecurity crisis in Ethiopia is complex and multi faceted. The ENSEI program made efforts in an integrated and cross-sectoral manner to meet the goals of the Mission over the last 8 years. The ENSEI program integrated all aspects of development, while at the same time, developing local capacity to address Ethiopia's development needs.



In 2000, when ENSEI changed from a D&G-funded program to a sectoral-based funded program, Pact wrote a new project document. In this new project document, Pact identified new project objectives for each sector. Various offices within the Mission approved these objectives and the project funding.

A summary account of sectoral interventions is provided below. A full listing of all strategic action grants, activities supported and their results by sector is included in Attachment 6.

Democracy and Governance¹¹ (DG) was the main theme of the ENSEI program until DG funding was cut in 2000. However, Pact considered the whole approach of ENSEI to be one of capacity strengthening and promoting democracy and governance within all sectors that it worked. Increasing the capacities of NGOs and other civil society actors thereby increases their advocacy role as well as their maturity and level of understanding on their rights and responsibilities as members of civil society in an emerging democratic country.

The program supported 15 local NGOs working in human rights, constitutional rights, voters' education, civic education, community participation and empowerment. This DG NGO sector has represented the lowest capacity group throughout the program, given the suspicions from government entities and fear from individuals to establish such organizations. However, this began to change in 1999/2000 when NGOs became stronger and mature and when the environment was more enabling towards them. They began



establishing DG NGOs, became registered and started operations in DG related issues. With ENSEI support, most of these partners were able to access capacity building support as well as resources. However, at this very juncture when momentum was building in the DG sector, Pact was forced to drop DG partners because of the declining resources from USAID. However, an important activity that Pact supported was a national voter education project whereby six DG NGOs consolidated their efforts to form ENCONEL 2000.

The support provided was used to develop standard materials on voter education training that all six NGO partners would utilize in this campaign. Accessing all regions of the country, this program reached over 3.6 million people in voters' education. Pact also provided training in conflict prevention and management to its DG partners, in addition to local government, trade unions, FBOs and Chamber of Commerce. This enhanced the

¹¹ From 2000 – 2003, because no D&G funding was being provided, no specific objectives were provided in the new project document. Prior to 2000, Pact worked with the objectives of: enabling environment, capacity building and networking.

ability and skills of these groups to resolve, prevent and manage conflicts in their areas of operation.

Education, both formal and alternative, has seen significant results¹². The specific objectives for ENSEI was to *increase the capacity of NGOs and education oriented CBOs to design and implement alternative education approaches for basic education for children*. The ENSEI program interventions have been targeted at multiple levels – policy, access, quality, secondary, tertiary, formal and alternative. Pact worked together with local partners as well as government entities on adapting policies and directives to include alternative basic education as a means for reaching Education for All (EFA) by 2015. Today, all regions and Woredas in the country have been issued a directive by the Ministry of Education that permits the transfer of children from alternative to formal basic education schools.



The Education Sector Development Program II to be implemented in 2004/5 considers alternative education centers as a route to expand access to basic education. The document reads: *“It is commonly accepted that non-formal education can be a short cut and cost effective alternative way of providing basic education. Therefore, the Regional Education Bureaus will use the opportunity to give due attention to the expansion of the non formal education programs with the full participation and contribution from communities and NGOs”*.

Some local NGOs are handing over their alternative basic education centers to local government in order to ensure their sustainability. In the Amhara region, the Regional Education Bureau established a consultative forum, known as “ATKILT” where NGOs and government share experience and best practices. Also in the Amhara region, all Woredas were given the directive to establish up to five alternative basic education centers, every year consecutively during the next three years. This demonstrates that the GOE is not only intending on utilizing alternative basic education through the resources donors are providing for education, but this region has committed resources for promoting access to education among rural youth.

ENSEI supported 13 local NGOs to implement 165 alternative basic education centers in Amhara, Oromia and SNNPR regions. These centers reach over 25,000 out of school children.

The Basic Education Network (BEN), which Pact helped to facilitate, has played an extremely important role in advocating for the EFA 2015 campaign. BEN represented Ethiopia in the 8th Conference of Education of African Member States in 2002.

¹² Please refer to Attachment 7 for an Impact Assessment on ENSEI’s education sector.

ENSEI facilitated the development of the first alternative basic education curricula in Ethiopia, for the Oromia region in their own vernacular language. This participatory process involved local NGOs, local government and Pact. Levels 1-3 have been developed and distributed to all NGOs operating education centers in the region. The Oromia Regional Education Bureau and other organizations working in this area in the region have taken over the re-printing costs of the materials. In addition, the program developed 12 curricular materials for alternative basic education in **pastoralist** areas of South Omo. The same process of involving local NGOs and zonal education office was followed in this case as well.

ENSEI developed the first facilitators (teachers) training manual, a module of 10 training materials to enhance teacher skills and methodologies in the alternative education centers. These modules are intended for use nation-wide by all organizations supporting alternative basic education, and it has already been utilized by the Amhara Regional Education Bureau to train over 500 facilitators.

With support from the Education for Democracy and Development Initiative (EDDI), ENSEI provided scholarships to 44 young women to gain a higher education degree at Unity University. Out of the total, 4 students have dropped out, and ENSEI entered into a contract to extend the resources to cover all 40 young women to attain their degree from the University. In addition, the program financed a computer lab (10 computers and one printer and necessary furniture) in the dormitory for easy and quick access to computers to facilitate their studies.

ENSEI assisted in building the capacities of 41 secondary schools (clubs, tutorial and counseling services) and 3 TTIs in all regions of the country and provided 25 secondary schools with complete mini-media sets/equipment. The school clubs supported have focused on **social concerns**, such as HIV/AIDS awareness, reproductive health, girls clubs and environment. Pact also worked closely with FAWE-Ethiopian Chapter in enhancing their capacity to implement scholarship activities. For a full description of support provided in this sector, activities funded and results, refer to Attachment 6.

Food Security/Rural Development: Pact's partner in this sector from 1995-1998 was the International Institute for Rural Reconstruction (IIRR). IIRR was responsible for improving the technical capacity of these partners, while Pact's role was to build organizational capacity. As questions arose from the Mission on IIRR's role in the program, Pact commissioned an external evaluation/assessment of IIRR's added value to the ENSEI program. The assessment concluded that the organizations should part ways because IIRR and Pact were duplicating activities. Therefore, in 1998, Pact's partnership with IIRR was terminated. Initially there were a total of 18 Ethiopian NGO partners supported by ENSEI active in this sector. After these organizations went through the capacity building program, some activity grants were also made. However, in 2000, ENSEI had to drop all but three of these partners because the Mission wanted its focus on the Southern Tier.



The first strategic action grant in this sector was made to support a pilot activity in the development of a community grain bank. This pilot project was then replicated (with funds from other donors) over 60 times in various communities throughout the Oromia region, providing transitory food security as well as an important source of income for communities. The income generated by the grain banks was then utilized to tackle development priorities identified by the communities, such as women's issues in addressing rape and abduction, early marriage, focusing on the most vulnerable within a community, for example, providing resources to families with disabled family members, or assisting the elderly in accessing medicines.

In 2000, when the Mission provided direct assistance in this sector, Pact was asked to focus entirely on the Southern Tier of the country with the objective of *increasing the capacity of NGOs for community and household-oriented technical services in agricultural production and extension, rural infrastructure and natural resource management*. Pact identified two partner NGOs operating in the Southern Tier and provided technical assistance, training and mentoring and strategic action grants. Mentoring was conducted using the manuals developed during an initial assessment to gain a better understanding of the technical needs of these NGOs. They consisted of: Dry Land Agriculture, Livestock Development, and Primary Health Care. Types of activities the partners undertook included: agriculture and compost management and forage development, pump maintenance, poultry, integrating HIV/AIDS and reproductive health in all aspects of their work; marketing agricultural products, weevil management, crop protection. Over 65,000 livestock were vaccinated against black leg and sheep pox, and vegetable seeds and improved grain seeds were provided to over 240 women-headed households. For a full description of support provided in this sector, activities funded, and results refer to Attachment 6. In addition, please refer to the Impact Assessment for Food Security/Rural Development in Attachment 8.

The objectives of the **micro-finance**¹³ sector were to *increase the capacity of NGOs for managing rural micro-enterprise development, MFIs for managing micro-finance programs*. Pact worked with four MFI's and two networks – the Association of Ethiopian Micro-finance Institutions and the Micro-enterprise Development Forum. The program focused on capacity building, such as business planning, financial management, supported research, exposure and conferences as well as providing small strategic action grants to serve the MFI client base. Clients established small businesses, purchased livestock and overall improved families access to credit – in particular for women. For a full description of support provided in this sector, activities funded, and results refer to Attachment 6.



¹³ A detailed Impact Assessment of Micro-finance can be found in Attachment 9.

Preventative and Primary Health Care (PPHC) and HIV/AIDS: ENSEI's health and HIV/AIDS activities focused on the Mission's priority region, SNNPR, with an emphasis on preventative and primary health care and HIV/AIDS. The objectives for PPHC and HIV were to *enhance the capacity of NGOs to expand access to PPHC services and to increase the capacity of NGOs for innovative service delivery for children and vulnerable populations affected by HIV/AIDS*. Pact and the Mission identified 10 local NGOs to work with and strengthen. Local partners' activities included HIV/AIDS prevention and control by educating factory workers reaching over 15,000, and training over 100 peer educators and counselors who distributed over 300,000 condoms. 27 anti-AIDS clubs were established, and a voluntary counseling and testing (VCT) center was supported where over 2,000 were counseled and tested (447 of them tested positive, 242 women and 205 males). Over 50 people living with HIV/AIDS (PLHA) were reunited with family members after all were provided with counseling. PLHA shared their life testimony to community members in churches, schools, prisons and market places; over 13,000 were reached in basic health education and environmental sanitation, family planning, nutrition and prevention and control of HIV/AIDS. Over 50,000 people were reached with health education and information on harmful traditional practices, such as female circumcision. Over 200 young women refused to be circumcised during this project period, and 240 students and 32 teachers were trained on harmful traditional practices, HIV/AIDS and adolescent reproductive health. Over 20,000 students and their families were educated on basic health and sanitation; community dramas and other entertainment activities reached over 50,000 people with information in education and awareness on health issues, targeting HIV/AIDS. For a full description of support provided in this sector, activities supported and results, refer to Attachment 6.



Displaced Children and Orphans Fund (DCOF), a Congressionally earmarked fund from USAID/W, provided support to address orphans and other vulnerable children's issues in the country. Children's issues are critical to all SOs of the Mission. They represent the future of the nation and USAID had the vision to support their causes by working and building capacities of local NGOs to address their needs. The specific objectives of the program were to *enhance the capacity of local NGOs, networks and community organizations and families to improve the lives of orphans, displaced and street children*.



This aspect of the program has seen significant results, as demonstrated in DCOF's evaluation of the program conducted in 2000 by DCOF's technical advisor. The most significant achievement in this sector has been in the capacity building component of the program. Most children's based organizations were providing institutional child-care support and not addressing the long-term sustainability of such support, or livelihood activities to support them in creating an independent and self-reliant future. The capacity

building program enriched and highlighted alternative routes of child-care – at the community level. Local partners became engaged with implementing education programs, micro-finance programs, and leveraging more community-based support. In addition, technical training was provided to children and youth so that they could transfer from institutional care to an independent livelihood, in some cases, adopting children of their own from the very institution they grew up in. Family and community support was the focus of this sector. In addition, as the chart below demonstrates, from a sample survey of DCOF partners, these NGOs grew immensely as a result of capacity building interventions from the ENSEI program. They were able to increase their numbers of beneficiaries and donor funding base at an extraordinary rate and have maintained their programs through other funding sources at this juncture. Table 4 below, outlines a summary of NGOs, which were able to significantly, increase their budgets and number of beneficiaries of programs. For a full description of support provided in this sector and results, refer to Attachment 6.

Table 4. Change in Annual Budget & Number of Target Beneficiaries since Beginning of Partnership with Pact/DCOF¹⁴

| Name of NGO | Target Beneficiaries at Start of Partnership with Pact/DCOF | | | Current Beneficiaries | | | Annual Budget In Birr | |
|----------------|---|----------|--------|-----------------------|----------|---------|-------------------------|-----------|
| | Direct | Indirect | Total | Direct | Indirect | Total | At start of Partnership | Current |
| JACH | 2,390 | 620 | 3010 | 125,930 | 50,436 | 66,366 | 4,142,827 | 8,691,493 |
| RaDO | 2,088 | 44,944 | 47,032 | 2,555 | 115,300 | 117,855 | 3,242,524 | 7,147,983 |
| MKC | 5,000 | 64,000 | 69,000 | 10,000 | 83,400 | 93,400 | 2,096,77.92 | 7,068,739 |
| BICDO | 100 | 683 | 683 | 1,640 | 45,662 | 47,302 | 379,749 | 1,919,062 |
| ADV | 457 | 11,488 | 11,945 | 735 | 34,050 | 34,785 | 787,181 | 1,653,600 |
| MJAID | 952 | 14,754 | 15,706 | 7,021 | 12,793 | 19,814 | 41,625 | 4,332,888 |
| AWTMCWA | 550 | - | 550 | 780 | 1,000 | 1,780 | 147,500 | 400,000 |
| KCADO | 1,138 | 10,000 | 11,138 | 2,018 | 20,000 | 22,018 | 225,062 | 490,827 |
| Multi- Purpose | 140 | 160 | 300 | 406 | 3,232 | 3,638 | 260,500 | 1,040,000 |
| EDA | 500 | 2,500 | 3,000 | 3,000 | 15,000 | 18,000 | 200,000 | 2,000,000 |
| FSCE | 2,000 | 4,000 | 6,000 | 10,000 | 80,000 | 90,000 | 219,400 | 7,612,573 |
| CHADET | 174 | 283 | 457 | 985 | 790 | 1,775 | 149,513 | 650,000 |
| ACSO | 520 | 3,200 | 3,720 | 79,305 | 400,000 | 479,305 | 5,754,233 | 7,137,299 |
| Rift Valley | - | 160 | 160 | 8,145 | 10,000 | 18,145 | 28,630 | 4,188,568 |
| ANPCAN | 9,355 | - | 9,355 | 35,319 | - | 35,319 | 381,630 | 1,759,377 |
| EMRDA | 716 | 2,750 | 3,466 | 4,765 | 15,235 | 20,000 | 218,140 | 967,430 |

¹⁴ NGOs represented in this sample survey include: Jerusalem Association Children's Home, Rehabilitation and Development Organization, Meseret Kristos Church, Berhan Integrated Community Development Organization, Addis Development Vision, Mary Joy Aid Through Development, AbaWolde Tensae Gizaw's Mothers' and Children's Welfare Association, Kind Hearts Children Aid Development Organization, Multi Purpose Community Development project, Emanuel Development Association, Children Aid Ethiopia, Alem Children Support Organization, Abebech Gobena Orphanage and School, Rift Valley Women and Children Development Association, African Network for Prevention of and Protection Against Child Abuse and Neglect, Ethiopians Muslim Relief and Development Association

Gender was a cross cutting theme that played an important role in all training and mentoring as well as the strategic action grants. Pact's *Gender Mentoring Manual* has been piloted with four local partners and with great success. Pact also trained a cadre of gender leaders in the country, and facilitated the establishment of the recent gender network called the Network of Ethiopian Women's Associations. In addition, Pact paid particular attention to supporting women-led organizations.



Comments & Recommendations

The ENSEI program has been a model for Pact in many other countries. Its design was sound and effective, and Pact was allowed considerable flexibility by USAID in its implementation to refine approaches as needed and respond to a changing Ethiopian NGO sector. ENSEI was particularly successful in adopting approaches that were participatory, engaged stakeholders and increased dialogue and spaces for such dialogue. The program strengthened local skills and utilized them throughout the program. The results were a program with high levels of local ownership, a program whose value was clearly understood by stakeholders, and a program that was shaped by their input.

ENSEI would have benefited from revised/additional monitoring and reporting indicators, but this was not able to happen. Thus, ENSEI's achievements far outnumbered, and outweighed the original indicators used: number of strategic plans in place; number of financial plans in place and numbers of NGOs registered in the country. This created a reporting problem for Pact in that ENSEI had many more accomplishments than these indicators suggest and could not adequately report to USAID in the R4 reporting format. In addition, a performance-monitoring plan was not in place throughout the life of the program. This would have served Pact and USAID well to articulate and measure overall growth and monitor performance during the life of the program.

USAID has been the leader in building the capacities of local NGOs in Ethiopia, and should maintain its leadership in this area and should take credit for the work that it has supported and ultimately share in the achievements of the program. USAID should seek to build on this highly successful program and the lessons learned to continue support to the rapidly growing civil society sector, which has demonstrated its effectiveness and its important role in national development.

Continuing to provide resources to local organizations is imperative. At the moment, this can most effectively be done using an intermediary organization that can provide technical and organizational support, bring in international best practices and innovations, and ensure the success of community-level activities being implemented by Ethiopian organizations. However, as a result of the ENSEI program, it is also possible for USAID/E to directly fund many local organizations, as they now have the financial and managerial capacity to manage USG funds.

Civil society in Ethiopia will not expand nor will it be effective in assisting with the transitioning into a democratic nation unless it is supported in addressing the countless challenges the country currently faces. And although the ENSEI program shifted its focus to a sector-based program, Pact considers the whole approach of ENSEI to be one of capacity strengthening and promoting democracy and governance. Increases in the capacities of NGOs and other civil society actors increase their advocacy role as well as their maturity and level of understanding on their rights and responsibilities as members of civil society in an emerging democratic country.

Fiscal Report

The following is a detailed chart of how USAID/ENSEI funds were expended. In addition, the final FSR is attached.

| SECTOR/ BUDGET LINE ITEM | PROCUREMENT (US\$) | TRAINING (US\$) | OTHER PROGRAM (US\$) | SUB- AWARDS (US\$) | INDIRECT COST (US\$) | TOTAL (US\$) | % |
|--|-----------------------|--------------------|----------------------------|--|----------------------------|--|------------|
| DG Partner/IIRR grant Partner/IIRR expenses | 1,632,130.24 | 502,683.01 | 1,888,442.52 | 1,315,994.45 358,163.18 6,682.36 | 1,178,893.05 | 6,518,143.27 358,163.18 6,682.36 | 57 |
| DCOF | 130,368.81 | 92,969.03 | 214,912.57 | 1,300,193.79 | 156,350.03 | 1,894,794.23 | 16 |
| Health | 75,613.22 | 49,590.17 | 160,152.85 | 471,690.56 | 92,431.08 | 849,477.88 | 7 |
| AIDscorp | 5,467.25 | 2,115.14 | 19,277.94 | 32,062.14 | 8,392.01 | 67,314.48 | 1 |
| EDDI | 54,506.24 | 30,436.74 | 190,439.32 | 453,298.87 | 89,152.76 | 817,833.93 | 7 |
| Agriculture | 29,444.98 | 40,354.03 | 84,587.79 | 196,178.63 | 48,352.63 | 399,098.06 | 3 |
| Micro-finance | 41,454.03 | 14,565.04 | 92,376.51 | 204,078.11 | 47,037.06 | 399,510.75 | 3 |
| BESO | 44,919.62 | 66,252.85 | 113,005.25 | 418,589.16 | 73,815.11 | 716,581.99 | 6 |
| Total | 2,013,904.39 | 798,966.01 | 2,763,194.75 | 4,756,931.25 | 1,694,603.73 | 12,027,600.13 | 100 |
| % | 17% | 6% | 23% | 40% | 14% | 100% | |

The following outlines the strategic action grants by type (commodity, personnel, and activity) and by sector.

GRANT BY SECTOR AND TYPE

| SECTOR | PERSONNEL GRANT \$ | COMMODITY GRANT \$ | ACTIVITY GRANT \$ | PARTNER /IIRR GRANT \$ | TOTAL GRANT \$ | % |
|---|--------------------------|--------------------------|-------------------------|------------------------------|--|-------------|
| Democracy & Governance Partner/IIRR/grants Partner/IIRR /expenses | 265,616.36 | 197,230.23 | 853,147.87 | 358,163.18 6,682.36 | 1,315,994.46 358,163.18 6,682.36 | 28% 7% |
| Alternative Basic Education | | | 418,589.16 | | 418,589.16 | 9% |
| EDDI | | | 453,298.87 | | 453,298.87 | 10% |
| AIDSCORP | | | 32,062.14 | | 32,062.14 | 1% |
| Agriculture | 16,650.90 | | 179,527.73 | | 196,178.63 | 4% |
| Micro-finance | 4,206.71 | | 199,871.40 | | 204,078.11 | 4% |
| Health | 85,942.61 | 38,198.51 | 347,549.43 | | 471,690.55 | 10% |
| Displaced Children and Orphans Fund | 182,846.17 | 99,192.18 | 1,018,155.45 | | 1,300,193.79 | 27% |
| Total | 555,262.75 | 334,620.92 | 3,502,202.06 | 364,845.54 | 4,756,931.27 | 100% |
| % | 12% | 7% | 74% | 7% | 100% | |

