

# How to become partners?

The case of Awassa City Development Alliance in Southern Ethiopia

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Netherlands

Development

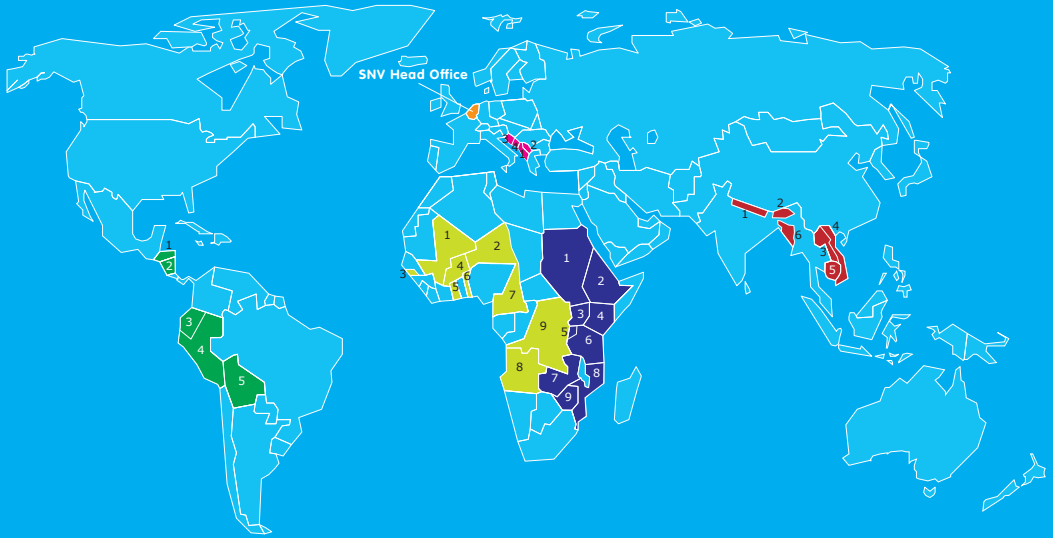
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# Abstract

**In Ethiopia, the government and donors have identified partnerships between local government, civil society, grassroots communities and the private sector as an essential strategy for sustainable development and poverty alleviation in municipalities. But, how should successful partnerships be established in the Ethiopian socio-economic and political environment? This study investigated how the motivation for joining, and the process of establishing, partnerships influenced their legitimacy and accountability. The results indicate that partners' motivation for joining the partnership, which in this case was access to donor funds' not only undermined the purpose of establishing the partnership but also caused disillusionment and reduced the exploration of alternative ways of resource mobilization. Government influence led to lesser participation of stakeholders in the foundations of the partnership, election of good leaders, and the development of shared vision and strategies.**

## 1 Introduction

Ethiopia is presently implementing the "Sustainable Development and Poverty Reduction Strategy (SDPRS)" that recognizes and targets municipalities as engines of sustainable development and poverty alleviation (MoFED 2002). Under this strategy, local level partnerships between the city administration, the civil society, grassroots communities, as well as the private sector is encouraged by both the state and donors and is considered an essential tool in the fight against urban poverty (UNDP, 2000; ECDPM, 2000). This is because local level partnerships can increase efficiency, effectiveness, equity and responsiveness in service delivery and local economic development (Brinkerhoff, 2002).

To significantly contribute to improved service delivery and local economic development local level partnerships must be legitimate and accountable to their clients (World Bank, 2004; Krishna, 2003).

Legitimacy is important because partnerships must truly represent and promote the interests of those they serve. This requires therefore that partnerships not only address the priority needs but that they also win the support and commitment of their clients (Hewson, 2003). On the other hand, accountability ensures that partnerships, are answerable and responsive to client needs. Public access to client information is therefore critical for accountability in partnerships (Devas and Grant ,2003; Hugo, 2003; Blair, 2000).

Legitimacy and accountability of a partnership to a large extent is dependant on how the alliance was designed and established (Hewson, 2003). Partnerships established to serve interests of donors and the state are likely not to be owned by the clients and responsive to their needs. In Ethiopia, many new alliances are emerging but the motivations for their establishment are unclear. The prevailing socio economic and political environment in Ethiopia consists of a state that is the main provider of services and controls most processes, the civil society/NGOs is weak and is not yet able to lobby and advocate on behalf its constituents, the private sector is at its infancy and not in a position to mobilize investments, the culture of reporting and stakeholder participation is yet to be developed and dependency on donors for financial support is still very strong. Under these conditions, how to establish legitimate and accountable municipality partnerships can be quite a challenge.

The primary objective of this study was to determine how partners motivation for joining and the process of establishment influenced legitimacy and accountability of Awassa City Development Alliance (ACDA). Government and donors dominance in a partnership can be undesirable and negatively influence legitimacy and accountability by limiting partners participation, forcing on partners a political development agenda, installing a leadership that is un-accountable to the stakeholders and creating a donor dependency for financial support. The study tested the hypothesis that the motivation for partners joining and the government-controlled process of the establishing Awassa City Development Alliance (ACDA) contributed to a reduction in ACDA's legitimacy and accountability.

In the context of this study, legitimacy is operationalized to mean the extend to which stakeholders who consist of the unemployment and/

or the not formally employed, those working in government, non governmental organizations (NGOs), civil society organizations (CSOs) and the private sector are committed to ACDA and their influence and control over key process. Accountability is conceived to mean how open ACDA is and its responsiveness to stakeholders needs. It is assessed in terms of reporting to stakeholders and on achievements on priority needs of the stakeholders.

## 2 Description of the case study

Awassa city is located 275 KM south of Addis Ababa in the Southern Nations Nationalities and Peoples Regional State (SNNPRS). The city has a development strategy, which it says was developed through a participatory process. The city's challenge has been how to implement the strategy with limited capacity, resources and experience. To address this challenge, the development actors in the city agreed to establish the Awassa City Development Alliance (ACDA) in June 2004. The alliance was established to facilitate the implementation of the city development strategy focusing initially on the housing problem and local economic development. In addition the alliance was also expected to strengthen the working together amongst members so as to contribute towards effective and efficient development in the city.

Membership of ACDA consists of 2 members from the government departments, 3 from NGOs, 2 from CBOs, 2 from private sector and 7 from local development committees set up by a government initiative. The member organizations represent all organizations in that specific category that support development in the city of Awassa. The chairman of ACDA is the city administration manager and his deputy comes from the NGO group. Out of 16 members of the alliance only 1 is a woman indicating the marginal influence that women have in ACDA.

## 3 Methodology

In this study, the following 5 aspects and corresponding parameters were assessed/determined.

Aspects assessed	Parameters determined
1. The motivation for partners joining ACDA	1. Whether it was a quest to access donor funds or a desire to enhance efficiency, effectiveness and equity in service delivery.
2. The process of establishment of ACDA	1. Whether it was a government/donor idea and process or a locally driven one
3. Legitimacy at 3 levels: (1) stakeholder commitment and support in contributing resources, (2) stakeholder influence over the leadership and (3) stakeholders influence and control over the vision, strategy and by laws	1. The level of stakeholders commitment and contribution of resources and in particular finances to ACDA 2. Level to which stakeholders influenced the election of the leaders and their acceptance 3. Level of stakeholders influence and control over ACDA vision, strategy and by laws
4. Accountability at 2 levels: (1) reporting to stakeholders on resource use and availability and (2) notable achievements on priority needs of the stakeholders	1. Level of reporting to stakeholders on resource use and availability 2. Level of achievements on priority needs of stakeholders
5. The influence of motivation and process of establishment on the accountability and legitimacy of ACDA	1. Influence of the motivation on legitimacy and accountability 2. Influence of process on establishment on legitimacy and accountability

### 3.1 Data collection methods

#### Secondary data review

The available literature on ACDA and activities of the stakeholders in Awassa were reviewed. It emerged that very limited literature existed on ACDA except for a profile explaining ACDA objectives, vision, mission and strategies.

#### Questionnaire survey

A questionnaire (both in English and Amharic) consisting of 11 value statements assessing the different parameters (Annex 1) was developed for the study. Statements 1 and 2 focused on determining whether the motivation for partners joining the partnership was access to donor funds or was enhancing efficiency, effectiveness and equity in service delivery and local economic development. Statements 3 to 5 were to establish whether the process of establishing ACDA was government/donor driven or a locally driven process. Statements 6 to 9 established the level of legitimacy of ACDA from the perspective of stakeholders influence on the

leadership, key processes of vision, strategy and by law development and stakeholder commitment to the organization. Statements 10 and 11 established the level of accountability from the perspective of reporting and being responsive to stakeholders priority needs.

The questionnaire was sent out to 40 respondents between February 25 and March 1, 2005. Three categories of respondents were targeted: (1) the 16 ACDA members, (2) staff of the member organizations and (3) respondents selected randomly from government, private sector and NGOs working in Awassa municipality. The intention was to identify if there were any differences in opinions that could be attributable to the respondent category. The respondents were requested to make a choice by either disagreeing, being neutral or agreeing with the value statements. Only 20 respondents agreed to fill the questionnaire by self-completion. The other group of twenty refused to fill citing lack of time. The analysis of the differences due to categories was not possible because most none ACDA members did not have knowledge of the existence of ACDA.

Telephone interviews were also made on 25-27 of February 2005, to 15 organizations and private institutions that were expected to be the beneficiaries of ACDA services. Half of them could not be reached or refused to participate. Only 7 namely: Action Aid, Goal Ethiopia, USAID, Family Health International (FHI), VOCA Ethiopia, Pinna Hotel and Lewi Hotel agreed to participate. All the 7 organizations denied of having any knowledge of the existence of ACDA.

The high refusal to fill the questionnaire is attributable to the electioneering campaigns that were on going, in which most of the government staff were engaged. The civil servants also cited pressure from the "results oriented performance appraisals", a strategy which was being implemented by government to ensure that government staff commit their time to produce agreed upon results. They referred to this strategy when explaining how busy they were considering that they had to account for every working hour of the day. Questionnaire fatigue was also evident as some potential respondents exclaimed "not another questionnaire again".



### **Group discussions and analysis**

Two group discussions were held. The first one was on February 22, 2003 targeting the 15 ACDA member's. Only 8 out of the 15 members participated and all were men. The second group discussion was in a stakeholders workshop held on March 2, 2005. Out of the 30 participants invited 17 turned up. Only 4 were women. Through the 2 workshops, intensive discussions and analysis were made which generated more insights into the operations of ACDA and also clarified several issues that were puzzling from the questionnaire responses.

### **Data synthesis and analysis**

Each respondent questionnaire was assessed for completeness in filling and the relevance and clarity of the reasons provided for the choices made. The number of respondent responses per each statement in the questionnaire was then counted. For each statement the corresponding reasons for the responses were also clustered. In the stakeholder's workshop, the cause-effect relationships between the motivations for joining, the process of establishment, legitimacy and accountability were identified.

## **3.2 Limitations of the study**

About half of the targeted respondents did not participate in study. Out of a total of 40 respondents only 20 filled the questionnaire. The targeted staff from member organizations and the ordinary government, private sector and NGO respondents could not fill the questionnaires because they cited lack of information and time. The results presented are therefore limited to a smaller sample than was planned for.

During the analysis of the cause effect relationships and the responses and findings, there was a high degree of reluctance by some participants to be self-critical and to criticize issues viewed as sensitive. The reluctance is attributable to existence of a culture of submission and non-open criticism, that has been reinforced by the previous violent political regimes. The lack open censure of the processes limited the scope and depth of discussions.

## 4 Findings

### 4.1 The motivation for members joining ACDA

Stakeholders may join partnerships for various reasons, ranging from accessing donor funds to a desire to enhance the efficiency, effectiveness and equity in service delivery. These 2 aspects were investigated in the study. Respondents reasons for partners joining ACDA were mixed (Table 1.). What comes out more clearly but as a surprise is that more than 50% of the respondents were evasive to answer the question on whether access to donor funds was the main motivation for joining ACDA. They cited lack of knowledge to be the reason for scoring neutral. In a workshop convened to seek clarifications on the results of the questionnaire, it emerged that whereas, enhancing the efficiency, effectiveness and equity in service delivery was considered, the prime motivation for most of the partners joining the partnership was access to the funds promised by a donor. The donor focus started during the mapping study of November 2003 to April 2004 in which, in addition to determining the channels through which Awassa city development stakeholders could participate and influence urban management, exploration of development of a funding proposal to donors for cities alliance was initiated. This was followed by a preliminary appraisal mission by a donor and interest in November 2003 to fund an integrated housing programme in Awassa. In May 2004, development actors were assisted by a donor to develop funding proposals focused on local economic development and integrated housing.

To the partnership members from the private sector, the civil society and local development committees, the partnership provided an opportunity for them to link up with donors and access financial resources. Ethiopia is a country where donor dependence is still high, hence this revelation is not surprising (Hewson, 2003).

For the city administration, the main drive was not only to access funds, but also to bring all the development actors together to assist the city administration implement its development strategy. In this way the city administration also hoped to gain some control over the actions of development actors in the city. The interest for control over development stakeholders is not unique to the city administration.

Other key government coordination bureaux such as the bureau of finance and economic development have always toyed with the idea of trying to institute some control over development actors in order to achieve some level of coordination in their actions. How to achieve what can be referred to as responsible coordination that does not limit the actions of development actors has always been the challenge.

The case of ACDA presents a situation where government and the rest of the partners entered into a partnership with conflicting, unshared and unmatched interests. Survival and prosperity of this kind of partnership may depend on the willingness amongst partner members to realign their interests and focus.

The stakeholders workshop described the relegation of the more common purpose for establishment of partnerships, which is enhancing the efficiency, effectiveness and equity in service delivery and local development, as unfortunate. They observed that the common purpose of establishing partnerships, must be reinforced for ACDA to deliver on its objectives. The influence of access to donor funds on legitimacy and accountability is further explored in this study.

*Table 1: The motivation for members joining ACDA*

Factor	Aspect	Scores		
		Disagree	Neutral	Agree
Motivation	Accessing donor funds.	2	12	6
	Enhancing the efficiency, effectiveness and equity in service delivery.	5	6	9

## 4.2 Process of ACDA establishment

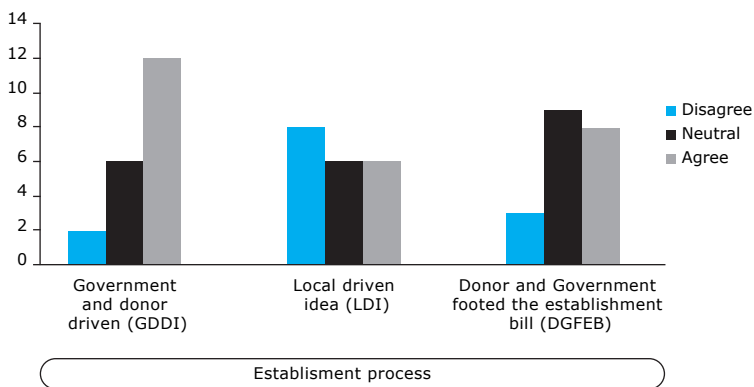
During secondary data review, the origin of ACDA idea and the process of establishment was unclear and contested amongst the stakeholders. Some argued that the process and idea was government and donor driven while others felt that it was a locally driven idea. Data was collected from stakeholders to ascertain the origin of the idea and process of establishment. The survey results (Fig. 1) indicate that the majority of the respondents agree that the idea originated from the donor and/or government. This is

emphasized by respondent's remarks such as: "not home grown but imported, otherwise we could have done it earlier" and "even stakeholders are not committed to it" (Annex 2). Who footed the bill was less clear from the scores because a good number of respondents did not have information.

That a large number of stakeholders scored neutral, citing lack of information, suggests that they may not have participated in the establishment process and that the idea of the alliance may not have been widely disseminated to the stakeholders. The limited visibility of the partnership was confirmed when all non members of ACDA interviewed were not aware of ACDA's existence let alone its objectives. Those who argued that it was a local idea also conceded that although the idea may have existed, it took a donors intervention to create the partnership.

A follow up workshop discussion clarified that it was not the donor but rather the city administration and therefore the government, who initiated the idea and that most development actors in the city agreed with the idea. With funds from a donor, the city administration initiated a stepwise process of ACDA establishment, which consisted

*Figure 1: The establishment process in ACDA  
Scores by respondents*



of: (1) the city administration development of the Awassa city transitional administration strategic plan 2004-2006 in December 2003, (2) the city administration commissioning a study (November 2003 to April 2004) to identify the channels through which NGOs, CBOs, and the private sector could participate and influence urban decision making and urban management in Awassa, (3) a workshop (April 2004) attended by regional state departments (bureaus), NGOs and CBOs to discuss how they could support the city administration implement its city development strategy and (4) convening of meetings to set up the ACDA in June 2004. Thus, the city administration implemented a very elaborate but controlled process of establishment of ACDA. It got funding from a donor, defined the establishment steps, commissioned studies, convened meetings, decided on who to attend and they set the meetings agenda. The effect of this government controlled process of establishment on accountability and legitimacy is explored further in this study.

#### **Status of legitimacy in ACDA**

Legitimacy of an organization cannot be achieved from the legal system alone. The support, recognition and acceptance from those they represent is perhaps the most critical (Hewson 2003, Hugo 2002). Enabling the stakeholders to participate and influence key decisions of the organization and also by ensuring that the organization focuses on the priority needs of those they represent earns an organization legitimacy. Legitimacy in ACDA was assessed from 3 stakeholder perspectives: (1) influence and control over the vision, strategy and by laws development, (2) influence over choice of leadership, and (3) commitment and support in terms contributing financial resources. The legal aspect of legitimacy was not assessed because ACDA is embedded and supported by the city administration.

The influence of the stakeholders on key processes and their commitment to contribute resources to ACDA could not be clearly deduced from the scores (Fig. 2). Over 50% of the respondents were non-committal, and chose to remain neutral. In a validation stakeholder's workshop, it was established that most respondents considered the questions asked to be relatively sensitive considering that they were touching on the leadership and involvement of stakeholders in key processes.

The validation workshop also revealed that although attempts were made to include most of the stakeholders during vision, strategy and by laws development, not all stakeholders and in particular women, NGOs and the private were well represented. The workshop cited time constraints to organize the meetings and inadequate funds for logistics as the main reasons for the limited attendance. In the meeting of April 2004, convened to map out a strategy on how stakeholders could participate and support the city administration implement its city development strategy (CDS), the NGOs complained that their involvement in the development of the CDS was minimal and that they were invited to participate at a later stage after the draft was finalized. The private sector being still at its infancy in terms of organization, did not attend the establishment the meetings. It was also revealed that the city administration selectively chose who to invite to the meetings that developed the vision, strategy and by laws. Some of the respondents summarized it as "ideas were collected from a few of the stakeholders and were not articulated by all members" (Annex 2).

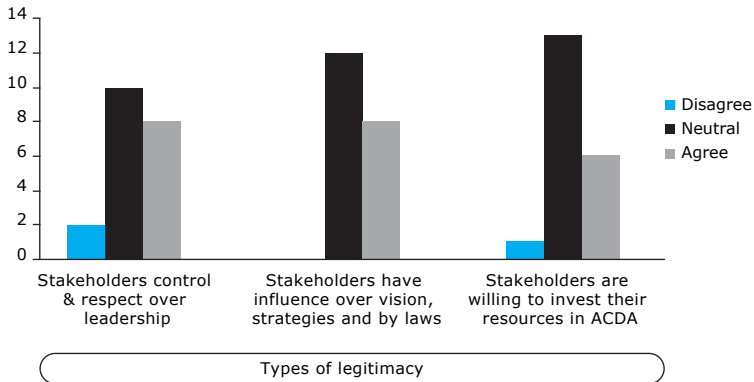
It also emerged from the stakeholders workshop that the process of election of leaders was not done in an open and transparent manner. In the steering committee of 16 members, the city administration influenced who was picked to be the chairman and deputy. The development committees are institutions set by government and by default the leaders of the committees were co-opted into the steering committee without the consensus of the stakeholders.

The acceptability and respect of the leadership of ACDA was also found to be questionable. One respondent remarked "the leadership is not based on merit but rather on positions held in city administration and they have not demonstrated their ability" (Annex 2). Another respondent's remark of "yes, the leadership is accepted because they are highly educated and trained and are elected from our region" is an interesting one showing how some respondents assess acceptance and respect. There was consensus that coordination and steering from the present leadership was inadequate. The dismal performance of the leaders was attributed to the fact that the leadership is based on voluntarism and is by people who already have too many other assignments from their organizations. The chairman of ACDA is the

manager of the city administration, a very busy person judging from the long queues of community members who on a daily basis wait by his office doorstep for services. The deputy is an employee of an NGO who is also quite busy with his organizations tasks. Considering that voluntarism is a time loss to both the member organizations and the individuals the sustainability of this kind of leadership, which is common in many partnerships, is doubtful.

The workshop also established that the level of stakeholder commitment to ACDA was quit low. Low participation of member organizations in meetings, frequent staff changes, the time constraints cited by the representatives as reasons for non availability and lack of initiative by the member organizations to pool funds for ACDA were provided as evidence for the low commitment.

*Figure 2: Status of legitimacy in ACDA  
Scores by respondents*



### **Status of accountability in ACDA**

Accountability can be summed up in terms of an organization’s responsiveness to the needs of its stakeholders and its openness on its intentions, objectives, methods and impact (Hugo, 2002; Kullenberg and Porter, 2001). In this study accountability was assessed from 2 perspectives: notable achievements on priority needs

of the stakeholders and reporting to stakeholders on resource use and availability.

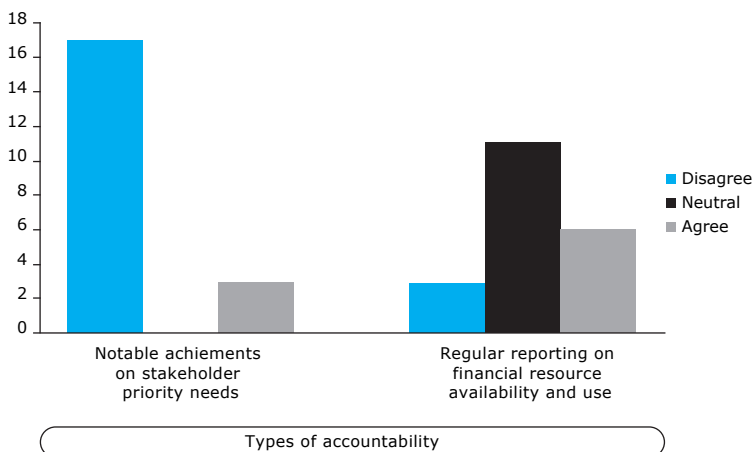
The respondents score results (Fig. 3) suggest that limited notable achievements have been made. The level of reporting to stakeholders could not be deduced from Fig. 3 as the majority of the respondents chose to remain neutral citing lack of information.

The limited notable achievements were confirmed in a stakeholder validation workshop where it became clear that to date limited tangible achievements have been made on local economic development. Only one project targeting upgrading of houses has been initiated by 3 organizations who are members of ACDA. Whether this initiative can be classified as a project of ACDA was debatable because the project is not managed and claimed directly by ACDA.

The validation workshop also concluded that there was very limited reporting going on. Except for a few irregular meetings for committee members, convened when a donor or an interested NGO asks to meet

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*Figure 3: Status of accountability in ACDA  
Scores by respondents*





ACDA, no awareness meetings or reports have been developed and disseminated to stakeholders. The limited information was corroborated during the data collection when all non ACDA members were found to be unaware of ACDA's existence let alone what it does.

#### 4.3 The influence of access to donor funds motivation and government/donor controlled process of establishment on legitimacy and accountability of ACDA

In a stakeholders workshop, participants developed a cause-effect relationship between access to donor funds motivation, government controlled process of establishment, legitimacy and accountability (Fig.4). The results show that the low legitimacy and accountability of ACDA can be attributed not only to access to donor funds motivation and government controlled process of establishment but also to the young stage of growth of the partnership. The analysis also shows that the 3 aspects of legitimacy namely; (1) low stakeholder commitment and support in contributing resources, (2) limited stakeholder influence over the leadership and (3) inadequate stakeholders influence and control over the vision, strategy and by laws and the 2 aspects of accountability namely; (1) poor reporting to stakeholders on resource use and availability and (2) limited notable achievements on priority needs of the stakeholders that were assessed in this study have cause effect relationships between themselves (Fig. 4).

The access to donor funds motivation became a disincentive to stakeholders when it became apparent that funds expected from donors were not forthcoming. Inability to access donor funds caused disillusionment but it also resulted in lack of meaningful activities being undertaken and as consequence it reduced legitimacy in terms of stakeholder interest and commitment.

Inability to access donor funds, which unfortunately for ACDA was the only source of funding, meant that ACDA could not show any achievements after 1 year of establishment. This has contributed to a reduction in accountability in the sense that ACDA has not been unresponsive to stakeholders needs.

The narrow focus and unfortunate stakeholder laxity in seeking alternative ways of mobilizing financial resources has not only reduced

commitment but also contributed to the limited achievements. This reality raises a pertinent question as to whether partnerships should be established on the basis of insecure and unsustainable donor pledges? The lessons to learn are that partnerships established with access to donor funds as the overriding drive, must also put in place fallback strategies for diversifying their sources of finance. Such a measure would assist avoid frustration and also force the alliance partners to get out of their dreams and develop realistic plans that can be achieved.

The government controlled process of establishment reduced both legitimacy and accountability of ACDA by failure to develop shared and inspiring vision and strategies that could be translated into clear plans outlining clear roles and responsibilities of stakeholders. At present, ACDA tries to implement the vision and strategies of the city administration that do not reflect the true interests and desires of most member organizations. The controlled process also installed a leadership that was neither based on merit nor agreed upon by the stakeholders. The people chosen have been too busy with their own assignments and as consequence, the leadership has been unable to provide adequate coordination and steering. The leadership has also been unable to foster a culture of information sharing and as a consequence, there has been inadequate information flow and awareness creation from member organization representatives to stakeholders. The net effect is the reduced commitment, limited reporting on key processes such resources use and availability, which has culminated in, limited notable achievements on priority needs of stakeholders. The limited reporting to stakeholders has also been attributed to: the low volume of activities going on hence little to report, ACDA's lack of capacity (committed persons to carry out the tasks, reporting procedures and systems) and inadequate information flow and awareness creation from the member organization representatives (Fig. 4).

In general, the government controlled process of establishment was assessed and found to have had both positive and negative effects. On the positive, the government tried to put in place a stepwise and elaborate process that at least enabled the stakeholders of Awassa city to unite for a purpose and implement an idea that was always in

their mind. The process also not only opened up an opportunity for a quick start but also it linked the alliance members with important donors.

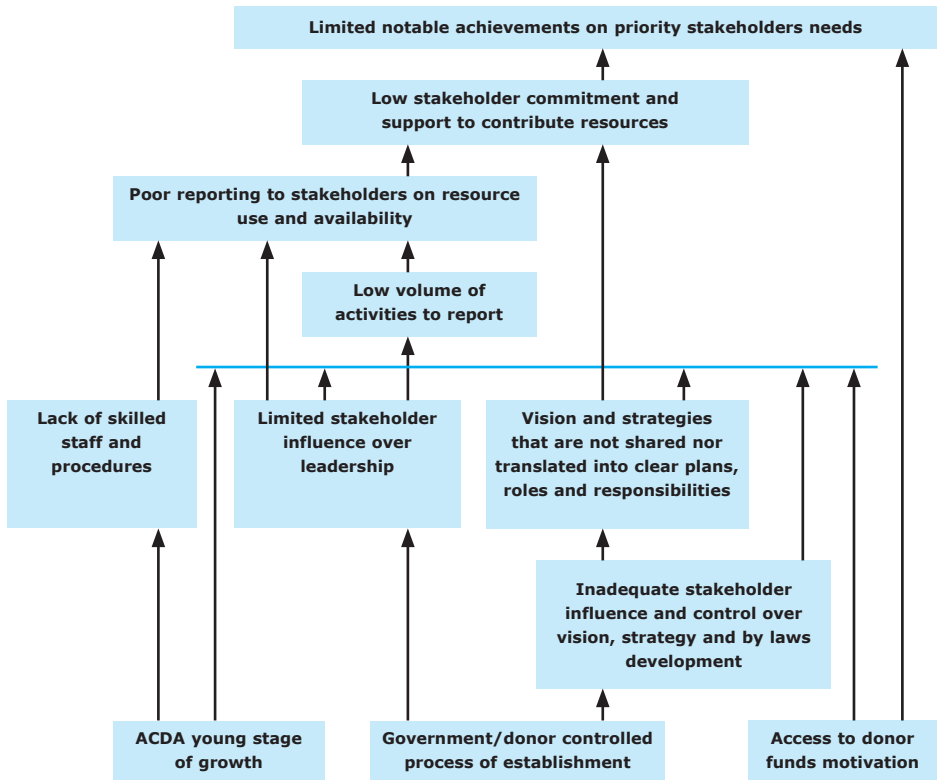
However, this partnership provides an example where a government takes the lead and initiates a partnership, which in itself is a good effort, but fails to know what to control and what not to. For instance, it may not have been prudent for the city administration to develop its own city administration strategy and expect the other development actors to be enthusiastic in supporting its implementation. In the first place, the exact benefits that would accrue to the partner members were not provided for and the city administration strategy is too broad to provide a clear focus and direction for achievement of quick results, a prerequisite in a partnership. It may also have been unwise to install its preferred leadership and to limit participation of stakeholders in key processes such in the development of the vision and strategies, which are fundamental components that determine the foundation of a partnership.

The government-controlled process of establishment had also another effect of anchoring the operations and management of the alliance in the city administration. The city administration manager is the ACDA chairman and the operations of ACDA are in his office. This has advantages, which includes: a quick home, access to resources of the city administration and a quick legal recognition. The disadvantages have been that the visibility of the alliance has been reduced and the management and coordination compromised because those in charge have too many other responsibilities. ACDA stakeholders are considering taking up a corporate identity to become a full-fledged independent organization with paid management and office. The concern is that it risks alienating itself from its members. The same stakeholders do recognize that ACDA cannot even afford paid management and the required exclusive facilities including a rental office. The dilemma is how to disengage from government and still attain autonomy, visibility and improved leadership under the prevailing predicament of a weak financial base.

Being a young organization (1 year old) was also cited as the reasons for lack of skilled staff, procedures for reporting and inexperience to handle the complex management problems of partnerships. ACDA is

also seen as a young entity still struggling with aligning interests, visions and sourcing for funds. The low legitimacy and accountability exhibited by ACDA is therefore partly attributable to this inevitable dynamics in a young organization still at a consolidation phase. The important lesson to be learned here is that partnerships require time to consolidate and mature in order to start producing results. However during this critical stage of growth, an effective leadership is essential. Another challenge is how to effectively maintain the interest and commitment of stakeholders during the consolidation when results are not forthcoming in the short run.

Figure 4: Cause effect analysis of the causes of the observed low accountability and legitimacy of ACDA



## 5 Conclusions

The prime motivation for NGOs, CBOs and private sector partners joining ACDA was access to donor funding promised during the establishment period. For the city administration, mobilizing the development actors in the city to unite and assist it implement its city development strategy was also an additional motivation. This donor-access motivation actually undermined the service delivery motivation of ACDA.

Although the idea of establishing an alliance existed amongst the local stakeholders, it is the government who spearheaded the process and a donor financed the process of establishment of ACDA. The government, with support from the donor, put in place a very elaborate stepwise process of establishing the partnership, which included studies and workshops for stakeholders. However, adequate precautions were not put in place to prevent government from undermining effective participation of the local stakeholders in key processes. This may also be an example of 'perverse' or 'unforeseen' effects of government and donors who may have noble and good intentions, but the unintended consequence of their actions reduces participation.

From the perspective of the stakeholder's influence, control and commitment, the legitimacy of ACDA is low and needs improvement. For instance, other than for the city administration, all other stakeholders have limited influence and control over the vision, strategy, by laws and the leadership of ACDA. The commitment of these stakeholders in terms of resources support and their confidence in ACDA is low.

Apparently an emerging partnership requires a very strong and visionary leadership for guidance and growth during the vulnerable period of establishment and consolidation. The present leadership of ACDA is based on voluntary staff who are already very busy with their own office assignments and have limited time for ACDA activities. The sustainability and effectiveness of this kind of leadership in emerging partnerships is questionable.

Accountability in ACDA as measured by the level of reporting to stakeholders and responsiveness to priority stakeholders needs is low. There is no reporting going on and there are no notable achievements after a year's existence except for a housing project that may not be totally claimed by ACDA.

Access to donor funds motivation for joining the partnership reduced legitimacy and accountability of ACDA. For legitimacy, failure to access donor funds caused disillusionment and consequently, a reduction in ACDA member organizations commitment and support to the alliance. Inability to access funds has also made ACDA's accountability eroded because it is unable to be responsive to stakeholders needs.

The government controlled process of establishment failed to put in place a leadership that is based on merit and develop a shared vision, strategies and by laws that could steer ACDA. As a consequence, legitimacy in terms of commitment of stakeholders to ACDA is quite low and accountability in terms of reporting on resources use and availability and notable achievements on priority needs of stakeholders is low.

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# Annex 1:

## Questionnaire for strengthening legitimacy and accountability of Awassa City Development Alliance (ACDA)

The following value statements apply to various aspects of ACDA. Please tick the degree to which you agree with, or disagree with, each statement and also provide the reasons for your choice.

Value statement	Scoring			Reasons for the choice
	Disagree	Neutral	Agree	
1. Access to financial resources promised by the donor was the major reason why most ACDA member organizations joined the partnership.				
2. Improving efficiency, effectiveness and equity in service delivery was the main drive for ACDA members joining the partnership.				
3. The idea of the partnership originated from the donor and government				
4. The idea of partnership is a local idea, that is home grown.				
5. The donor footed the whole bill for establishment of ACDA				
6. Election of leaders was done by stakeholders and the leadership is well accepted and respected by all stakeholders				
7. ACDA has its own unique vision and strategy, which is different from that of the city administration.				
8. Most ACDA members and target groups participated in the development of the vision and strategies and				
9. Most of the ACDA member organizations are willing to invest their resources (both human and finances) in the operations of the ACDA				
10. The list of activities implemented by ACDA reflect the priority needs of the ACDA member organizations and target groups				
11. ACDA has regularly been reporting on financial resource availability and use and on services provided				

## Annex 2:

### The responded scores and range of reasons for making the choice of score for the value statement.

The score choices ranged from I disagree, neutral and I agree

Value statement	Scoring			Reasons for the choice
	Disagree	Neutral	Agree	
1. The idea of the partnership originated from the donor and government	2	6	12	<ul style="list-style-type: none"> <li>Initiated by donor and city administration and not even adequately disseminated</li> <li>I have no knowledge on the origin of the idea</li> <li>It did not originate from the donor we had the idea of working together but had not implemented it.</li> </ul>
2. The idea of partnership is a local idea that is home grown.	8	6	6	<ul style="list-style-type: none"> <li>Not home grown but imported. We could have done it earlier.</li> <li>Even stakeholders are not committed to it. They are burdened by their own commitments</li> <li>No idea.</li> </ul>
3. The donor footed the whole bill for establishment of ACDA	3	9	8	<ul style="list-style-type: none"> <li>Yes donors met the bill and there was no willingness I am aware of from ACDA members wanting to contribute finances to the process</li> <li>I have no knowledge</li> </ul>
4. Election of leaders was done by stakeholders and the leadership is well accepted and respected by all stakeholders	2	10	8	<ul style="list-style-type: none"> <li>Some kind of election process took place but actually no real election but rather assignments were done by city administration</li> <li>Yes, the leadership is accepted because they are highly educated and trained and are elected from our region</li> <li>The leadership is not based on merit but rather on positions held in city administration. They have not demonstrated their ability</li> <li>I have no knowledge</li> </ul>
5. ACDA has its own unique vision and strategy, which is different from that of the city administration.	5	9	6	<ul style="list-style-type: none"> <li>Visions for ACDA and city administration are not different because they share similar aspirations</li> <li>The vision of ACDA is the same as city administration</li> <li>I have limited information.</li> </ul>
6. Most ACDA members and target groups participated in the development of the vision and strategies	0	12	8	<ul style="list-style-type: none"> <li>Ideas were collected from a few of the stakeholders and were not articulated by all members</li> <li>Since all of the stakeholders have the same vision it is clear for all of them</li> <li>I have no knowledge.</li> </ul>
7. Most of the ACDA member organizations are willing to invest their resources (both human and finances) in the operations of the ACDA	1	13	6	<ul style="list-style-type: none"> <li>No at all. Let alone investing their resources they don't even attend meetings regularly</li> <li>May be yes because they have a vision of helping poor people and they believe in the partnership</li> <li>I have no idea.</li> </ul>
8. The list of activities implemented by ACDA reflect the priority needs of the ACDA member organizations and target groups	17	0	3	<ul style="list-style-type: none"> <li>ACDA has not implemented and priority stakeholders activities except for the housing which may not be classified as ACDA initiative.</li> <li>ACDA is still young and has not yet implemented much</li> </ul>
9. ACDA has regularly been reporting on financial resource availability and use and on services provided	3	11	6	<ul style="list-style-type: none"> <li>There is no reporting system</li> <li>Action is poor so far and since there is no budget nothing is reported.</li> <li>ACDA is at an infant stage and the reporting system is not yet developed nor functioning</li> </ul>
10. Access to financial resources promised by the donor was the major reason why most ACDA member organizations joined the partnership.	2	12	6	<ul style="list-style-type: none"> <li>Yes that is why we call it donor driven idea</li> <li>I have no idea as to whether a donor promised fund.</li> </ul>
11. Improving efficiency, effectiveness and equity in service delivery was the main drive for ACDA members joining the partnership.	5	6	9	<ul style="list-style-type: none"> <li>Rationally yes but action is poor so far and there is poor participation by members.</li> <li>No partner has demonstrated this.</li> <li>I am not sure</li> </ul>





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in East Africa

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