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**CHALLENGES AND OPPORTUNITIES OF LOCAL GOOD
GOVERNANCE IN LUMAME TOWN, AWABLE WOREDA,
EAST GOJJAM, AMHARA REGION”**

BY

Gizachew Asrat

June 2014

ADDIS ABABA

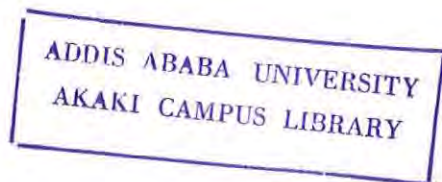
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Gizachew Asrat

**A THESIS SUBMITTED TO THE SCHOOL OF GRADUATE STUDIES OF
ADDIS ABABA UNIVERSITY IN PARTIAL FULFILLMENTS OF THE
REQUIREMENT FOR THE DEGREE OF MASTER OF ARTS IN
REGIONAL AND LOCAL DEVELOPMENT STUDIES**

ADVISOR:
Mulugeta Abebe (PhD)



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Dr. Berhane Mehar
[Signature] 06/24/2014

Mulugeta Abebe (PhD)

Advisor

[Signature] 24/06/14

EXAMINER

Dr. Almon H. EB 23 June 2014

June 2014

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Acronyms

ADLI	– Agricultural Development Led Industrialization
CBDS	– Capacity Building for Decentralized Service Delivery
CSA	– Central Statistical Agency of Ethiopia
EC	– Ethiopian Calendar
ECA	– Economic Commission for Africa
GTP	– Growth Transformational plan
LG	– Local government
NCBP	– National Capacity Building Program
OECD	– Organization for Economic Co-operation and Development
PASDEP	– Plan for Accelerated and Sustainable Development to End Poverty
PSCAP	– Public Sector Capacity Building
RLG	– Rural Local Government
SNNP	– Southern, Nation, Nationalities and People
SWA	– Special Woreda Administration
SWG	– Special Woreda Government
ULG	– Urban Local Government
UNDP	– United Nation Development Programme
WA	– Woreda Administration
WG	– Woreda Government
ZG	– Zonal Government
ZA	– Zonal Administration

Abstract

The concept of local governance can have different meaning to different peoples and groups. It doesn't have a universally accepted meaning. It should be understood based on the purposes of its application. Aid donors, development agencies, international financial institutions and social activists have developed their own concept and indicators of governance. Even though there are conceptual differences among these groups, all of them agreed up on the need for governance to promote development and improve the quality of citizens well being. Good governance has gained significant attention in developing countries and Ethiopia is no exception. It is widely recognized that as a precondition/prerequisite for sustainable development particularly for developing countries like Ethiopia

Local governance requires the involvement of various stakeholders living and working together to achieve different objectives. Local governance is more than the provision of services by local government. It requires the interaction and cooperation among different stake holders to promote their rights and discharge their responsibilities.

This paper assesses the challenges of good governance via selecting of a case study woreda. Hence fore, in this paper transparency and accountability, community participation and rule of law which are the core dimensions of good governance had selected to assess prevailing conditions in woreda court, municipal office and woreda administration. The main objective of the study was to assess the state of local governance in the town and describe the related practices, challenges and opportunities. Capacity, discrimination, corruption, accessibility of information, delay, openness and satisfaction are considered the major determinants of good governance in the woreda in general and the selected public institutions in particular. To know the perception of service users on transparency, accountability, community participation and rule of law of the selected public institutions a descriptive study had used that enriched through oral and written interview, discussion, personal observation and survey. Hereafter, incapacitated human power had observed and identified in the selected public institutions and in the town. Moreover, due to lack of capacity in the service providers disseminating information, accessibility of their institutions information, delivering a timely service and providing decision based on reasonable evidence had rarely practiced.

CHAPTER ONE

1. INTRODUCTION

1.1. Background of the Study

The term good governance was coined in 1989 in the World Bank's report on "a crisis of governance" in Sub-Saharan Africa (World Bank, 1989). The rationality for its introduction into international discourse was the World Bank's "lack of effectiveness of aid, the feeble commitment to reform of recipient governments and the persistence of endemic corruption in developing countries" (Santiso 2001 as cited in Tessa, 2012, p.15). By deciding to address this "crisis in governance" the World Bank, as well as other donors indicated awareness that the quality of a country's governance system is a key determinant of the ability to pursue sustainable economic and social development" (ibid).

In the last thirty years, the terms 'governance' and 'good governance' have become embedded in development theory where donors and international financial institutions are increasingly seeing the importance and need for good governance and are therefore implementing conditions for reform through their loaning. According to a report of the Commission of the European Communities on the European Union's approach to governance in development it states that governance has become a priority in donors' development policies and aid programmes. The report states, "at a time of rising aid budgets, commitments to ensure the effectiveness of international aid and growing economic and financial interdependence, the emergence in the developing countries of a level of governance commensurate with the expectations of their citizens and the international community is now high on the agenda" (European Commission, 2006 cited in Tessa, 2012).

Good governance is a good idea. We would all be better off, and citizens of many developing countries would be much better off, if public life were conducted within institutions that were fair, judicious, transparent, accountable, participatory, responsive, well-managed, and efficient. For the millions of people throughout the world who live in conditions of public insecurity and instability, corruption, abuse of law, public service

So the researcher tries to find what are the main challenges and opportunities in practicing of the good governance at the third echelon of government usually at the district level in Lumame Town in Amhara regional state.

1.2. Statement of the Problem

People around the world are demanding good governance for the advancement of their life. Because it is the result of interactions, relationships and networks between or among the different sectors (public sector, private sector and civil society) and involves decisions, negotiation, and different power relations between stakeholders to determine who gets what, when and how (Alexandra, et al., 2009). For Abdalla (2010), recently there is an agreement that good governance is important to secure countries long term development and progress even though it is not sufficient in its own. In relation to these the idea of good governance became a way not only to assess the role of the state in development and invade safely the minefield of domestic politics; it became a defining quality for development and a necessary condition for it.

Ethiopia has faced a number of governance challenges and those institutions strength were not so strong. Among these the democratic process is fragile and barely institutionalized, transparency and accountability of institutions is hindered by the culture and practice of government secrecy there by generating corruption and nepotism; inefficiency and ineffective institutions are the main obstacle in service delivery. On the contrary, some people argue that good governance is in the right track in the country. They mention some of the constitutional provisions such as those legal existences of political party, separation of power along the three branch of the government, decentralization process and all Ethiopian has access to education, health and to produce his own properties as their evidence.

The Administration claimed that, good governance is its central agenda to promote growth and transformation plan and make maximum effort to promote it. It also argued that it tries to engage residents on different public issues, to make an effort to be accountable and transparent in the conduct of its business, works on building efficient institutions which enables to deliver services easily. However, residents of the town seemed to be unsatisfied on the efforts of the Woreda Administration and municipality. They alleged that they are not empowered and fully

participated; services are not adequately delivered; accountability and transparency are not ensured; rule of law is not adhered. Because the local administrator and cabinet give focus for their own interest. Therefore, what logically follows from these arguments was the need to study on good governance in the Town.

Therefore studying certain elements of good governance such as rule of law, participation, accountability, transparency, effectiveness and efficiency of certain selected institutions like the Woreda Municipal office, Woreda Administrative office and the Woreda Court were an imperative. Despite the fact that this significance of studying good governance in Lumame Town, there has been no comprehensive and systematic study of the issue. However, there are some studies (Kindey, 2012, Dessalegn, Akalewold, Yoseph, 2008 and Meskerem, 2007) most of them are focused on either at the country level or other parts of the country. Kindey in his paper Challenges and Opportunities of Good Governance: The Case of Addis Ababa City Administration try to see the main challenges for sound good governance in the city were because the government control of all matters and lack of space for others results governance to be weak, fragile and slight. Most of this studies emphasized on single attribute of good governance (for instance on decentralization, in service delivery, role of CSOs in democratization etc) thereby lacks comprehensiveness by and large. This studies, therefore, tries to deal with the central issues of good governance and its challenge and development performance and its status within the existing institutional role, both from the theoretical and practical viewpoints in comprehensive manner.

The objective of this study was to assess the overall level of local governance in the Town in relation with its practices, challenges and opportunities. The assessment was conducted on selected institutions like Administrative office, Municipal Office and Court.

The Assessment was carried out by using four characteristics of good governance which involves accountability, rule of law, transparency, and participation.

1.3. Objective of the Study

1.3.1. General objective

- The overall objective of the study was to see the practice of good governance in the town and to assess the challenges and opportunities.

1.3.2. Specific objective

Based on the above general objective the following key points were identified as specific objective of the study

- To identify the challenges in practicing good governance
- Evaluate the level of local governance in Lumame Town based on transparency, accountability, rule of law and participation
- To explore accessibility of institutions information to community members and the general public
- To identify the possible opportunities in practicing good governance

1.4. Research Questions

Based on the above specific objective the researcher tries to develop the following research questions:

1. What are the underlying factors that influence the degree of transparency, accountability and participation at the local level?
2. How far the administration is accountable to the public?
3. How accessible are institutions information to community members and the general public?
4. What are the possible grounds for practicing good governance?

1.5. Research Methodology

The methodological part of the study focused on; selection of study area, research design, sampling techniques, source of data; and data analysis methods.

1.5.1. Research Design

According to Dawson, (2002:211) methodology is a philosophy or general principle which guides a study. Research methodology generally relies on qualitative and quantitative research. Qualitative research helps to undertake in-depth study through exploring attitude, behaviors and experience by using such methods or data collection instruments as key informant, and focus group discussion. On the other hand quantitative research generates statistics and produce numerical data which is collected through questionnaire.

Therefore, this study used mixed type of research. The qualitative data was collected after survey. This was done to provide more explanations on the quantitative data. It was chosen due to subjective nature of data which helps to gather citizen's opinion and experience through focus group discussion and interview. Indeed, qualitative method is hailed by scholars for making use of subjective information and participant observation to describe the context or natural setting of the variables under study, as well as variables in the contest. Therefore, it seeks a wide understanding of the entire situation (Peck and Secker, 1999; Putney et al, 1999 cited in Mebratu 2008). The study also employed quantitative research to quantify the opinions of civil servants and employees through the questionnaire.

The research design used in this research is descriptive with the following justifications i.e. the kind of problems identified and the research questions raised in this study directly mesh the theoretical arguments forwarded by scholars in favor of descriptive method. For instance, (Ortinau 2006:218) forwarded three determinants for the research method to be descriptive. These are;

- I) If the nature of the initial research problem is to describe the characteristics of phenomena under investigation.
- II) If the research question focus on issues like what, how and who elements.
- III) If the type of questions used to ask respondents are about what they think, feel and do.

As a result, in this study descriptive study was employed due to the problems, the research questions and the types of questions used to ask respondents are meshing to the above determinants of descriptive design.

Kumar (2005:10) also state that descriptive research attempts to describe systematically a situation, problem, phenomena program, administrative structure of organization, and the needs of community. Based on the above theoretical arguments and since the main purpose of this study focuses on assessing the challenge of local good governance in case of Awabele Woreda in Lumame Town through collecting data related to peoples opinion about transparency and accountability of administrator, municipal office, court and participating communities in decision, participation of state and none state actors and responsiveness of administrates to the needs of community, descriptive method is appropriate.

1.5.2. Sampling Technique

The households were among the primary data sources in this study. The total numbers of such sample survey respondents in the selected kebeles were 185 households. The researchers try to determine the sample size by considering the homogeneity of the population and the researcher predominantly used non-probabilistic sampling techniques. Accordingly, the study used purposive sampling to select the study woreda so that Lumame Town was selected. Because the town is more convenient for the researcher and no research was conducted relating to governance issues. Two Kebele which were the total kebele in the town were taken for the study and households were selected through random sampling technique. Moreover, offices such as Woreda court, Municipal office, and Administration were purposely selected. Because these public institutions were selected giving a due consideration to the availability of the large number of users in these public institutions.

Table 1. Sampling Frame

Number of Kebele	Name of kebele	Number of households	Number of sample respondents
1	01	6670	85
2	02	6744	100

Source: sample survey 2014

In selecting of respondents from each kebeles he used a proportionate sampling technique.

Purposeful sampling for interview and focus group discussion was employed. During selection of individuals for an interview age, educational status, social status and gender etc. were taken in to consideration relevant to a particular research question.

For the purpose of focus group discussion, a group which consists of 12 members from two kebeles was selected based on their knowledge and experience in the subject under investigation.

Sex and age composition are given due attention during the sample time in order to make the sample representative and for cross section of society. Since the issue of governance was need experience and ability to understand age were taken in consideration in time of identifying respondents. Sex was included to see how the governance system affects the gender role.

1.5.3. Source of Data

The researchers try to use qualitative and quantitative research methods. So data were collected from both primary and secondary sources. The primary data are questionnaires for sample survey, key informants' in-depth interview, focus group discussion and direct personal observation were used. Secondary sources like data and factual information from various published materials, official documents such as the constitution and legal instruments, newspapers, etc were referred. Books, working papers, articles, journals, reports, and statistical documents were also employed.

1.5.3.1. Primary Sources

A. Sample Survey

Questionnaires for sample survey were prepared based on the objective, literatures reviewed and the conceptual frameworks developed for this study. Questionnaire for sample respondents were prepared in English and translated in to Amharic and retranslated in to English to maintain the consistency. The questionnaires were more of structured type and semi-structured questions were also incorporated. The questions were first involved in the pilot testing. The questionnaires was then refined and finalized based on inputs from the pilot survey, which had been administered to the sample members of the respondents. Completed questionnaire was checked for error.

B. Key Informants' In-depth Interview

Key informants in-depth interview conducted regarding the major challenges and opportunities of good governance that encountered the woreda administration, municipal office, and court in Lumame Town. The challenges and opportunities, interaction and institutional structure and its impact on good governance were the main part of the interview. The main key interviewees of the study were purposely selected and attempt was made to have knowledgeable respondents from various sectors who were supposed to give answers on governance issues. Accordingly, they were two from justice office, one from municipal office, two from administrative office, one from court, two from communication office, one from youth association and one from trade unions. They were nine in number. Their number in each institution was determined depending on the importance and redundancy of information they provided.

C. Focus Group Discussion

Since the ultimate users of good governance practice are residents, they were addressed through focus group discussions. Within two kebeles an individual group which consists of 6 members was taken. Individuals from municipal office, administrative office, police office, idir leader, merchants who is a member of trade union and youth association were included in the discussion to give their ideas on accountability, transparency, rule of law and participation of community in the selected public institution. This instrument of data collection was used to cross-check and to triangulate the data collected from multiple sources. Data triangulations were used to overcome the limitations and biases that steam from using single method and thereby increasing the reliability of the finding.

D. Direct Personal Observation

This instrument of data collection employed because it was important to crosscheck the data and information that gathered through the above three methods. It supported the whole information through personal contact with the events. To this end the researcher personally observed some administrative activities and municipal services that were carried out by the administration and other institutions. In relation to this the researcher had experience in the area since it is the birth place for the researcher. The researcher conducted direct personal observation through informal

contact of the service user and in some office by being site in office for instance in court because it allow me to be present in following the cases.

1.5.3.2. Secondary Sources

Secondary sources like data and factual information from various published and unpublished materials, official documents such as the constitution and legal instruments, newspapers, etc were referred. Books, working papers, articles, journals, reports, and statistical documents were also used in this study.

1.5.4. Methods of Data Analysis

Data presentation and analysis is one of the core points in this study and was handled as follows. Data collected through the above-motined tools were organized and analyzed by using statistical tools such as percentages, tables, figures and multiple response analysis. Qualitative analysis is also applied to elaborate the data collected through interview and document reviews. Hence, both quantitative and qualitative approaches were employed in the research. Attempt was made to triangulate some works on governance in the country with the data and information that came from the sample households and key informants.

1.6. Scope of the Study

While Awable Woreda encompasses both Rural and Urban Kebele, the study focus on households reside in two town kebeles which were the total kebeles in the town. In addition, the study limited on some selected institutions like municipal office, administrative office and woreda court in the town. Furthermore, there are many issues to be studied; the paper limited itself only to assess the challenges and opportunities for practicing local good governance by taking characteristics of good governance.

1.7. Significance of the Study

Good governance serves as a tool for development of a nation at large and for a specific destination in particular. For achieving sustainable development in one nation practicing of good governance and including the public participation in any a fairies play a pivotal role for a given nation in general and locality in particular. Therefore, the need for this study is due to

the fact that practicing good governance at the local level is the main thing for state to bring development and identifying those challenges and opportunities is necessary.

Generally, this study will have the following significances;

1. It will help for the municipality and administrator as input to see their own institutional problems
2. It will help for local people to participate in their local issues
3. It will help for civil servants to observe their own weakness
4. It will help other researchers as an input for furthering of study.

1.8.Limitations of the Study.

The concept of good governance is multifaceted and sometimes vague. Therefore, it is difficult to grasp the real meaning of the concept of good governance in its entirety. The scope of good governance also creates a problem to fully measure its performance. In addition to this the study was constrained by the following limitations:

- There is no prior study in the woreda to be used as a springboard,
- Lack of organized secondary data due to the absence of documentation and organized database system in the region in general and the study woreda in particular,
- Absence of officials and some experts from office during data collection,

1.9. Ethical Considerations

This study is conducted in a manner that is consistent with ethical issues that need to be considered in conducting a research. Accordingly, letter from the Institute of Regional and Local Development Studies was written for the concerned bodies. Hence, most individuals, the researcher visited for interview, accepted and cooperated with the researcher. Moreover, a prior consent of the respondents was asked before conducting the interview. Data gathered from those who did not want to be quoted is analyzed unanimously.

1.10. Organization of the Study

This research document was structured to have four main chapters. Chapter one consists of introducing background of the study, statement of the problem, objective of the study significance of the study, and Research Methodology. Chapter two contains review of related literature. Chapter three contains presentation and analysis of data. Finally the last chapter four consists of summary of finding, conclusion and implication.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

2.1. INTRODUCTION

This chapter is devoted to review related literature pertaining to the conceptual and theoretical formworks that are essential for this study. The conceptual framework for the implementation of good governance at national as well as local level presented in this paper defines what different scholars have said about good governance and the difference between governance and government, decentralization, dimension of decentralization, governance and characteristics of good governance and local governance in some selected countries and Ethiopia. The analysis of these theories and concepts intends to provide for understanding and analyzing the research.

2.2. Concepts about Governance

In common usage, governance as distinct from good governance is often equated with 'government' or 'the act or process of governing'. In the Oxford English Dictionary of Current English (1996: 587) governance is defined as "the act or manner of governing, of exercising control or authority over the actions of subjects; a system of regulations". This dictionary definition appears to be a synthesis of various connotations that appeared over many centuries of the etymological evolution of the concept.

In defining governance much of the body of literature moves from the dictionary premise. The emphasis is on the exercise of authority, power or control and the tools for such are laws, rules or a system of regulations. The conceptualisation of governance from this perspective presupposes that governance is essentially about control. For instance the UNDP defines governance as the exercise of economic, political and administrative authority to manage a country's affairs at all levels, which comprises mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences. For the IMF, it is the way by which public institutions conduct public issues and manage public resources (UNDP 2007: 128). For the OECD, it is the use of political authority and exercise of control in a society in relation to the management of its resources for social and economic development, which encompasses the role of public authorities in establishing the environment in which economic operators function and in determining the

Government means legislative, executive and judiciary as three elements of its roles and also includes law and order machinery. People's growing disenchantment with post-colonial government in delivering rapid socio-economic development of the masses has led to the emergence of the concept of governance. Governance is seen as the joint responsibility of the governments, private business and civil society.

According to the governance working group of the International Institute of Administrative Sciences "Governance refers to the process whereby elements in society widely power and authority and influence and enact policies and decisions concerning public life and economic and social development. Governance is a broader notion than Government. Governance involves interaction between these formal institutions and those of civil society". Governance is as the traditions and institutions by which authority in a country is exercised. This includes 1) the process, by which authority of governments are selected, monitored and replaced, 2) the capacity of the government to effectively formulate and implement sound policies and 3) the respect of citizens and the state for the institutions that govern economic and social interactions among them. The conceptualization of the term 'governance', indeed demands for a full understanding of what governance is and the difference between government and governance because there is a common trend of equating government with governance. For this purpose, both the term governance and government are being defined below.

Government is described as the repository of confidence and power of the people delegated by them for a fixed period of time for the express purpose of identifying, mobilizing, organizing, guiding and directing all available resources, human and other, to facilitate planned and participatory transformation of their society towards enhanced well-being of its people, via just enjoyment of all its needs, rights, aspirations and sustainable peace.

Governments are necessarily political regimes pursuing a course of development action that they consider as most suited within the construct and form of their society and its constitution. Government comprises the constitution and laws, institutions and structures, management mechanisms and administrative processes. These are devolutionary instruments that make a government participatory and responsive.

Governance, on the other hand, is the sum of cumulative practice of behavior and attitude of the government as seen in the manner they create and use the said evolutionary instruments.

Form, style, systems, methods and procedures of government generally reflect the pattern of governance in a nation or city. The quality and effectiveness of governance depend mostly on how judiciously the government uses the said instruments to help people achieve the ultimate goal of their progress- justice, equity and peace (IDPAA PRIA, 2001).

2.2.2. The Meaning of Good Governance:

In the present era the terms 'governance' and 'good governance' are being increasingly used in development literature. Bad governance is being increasingly regarded as one of the root causes of all evil within our societies. Most of the donors and international financial institutions are increasingly basing their aid and loans on the condition that reforms that ensure "good governance" are undertaken. There is common tendency to use 'governance' as a synonym for 'government' by whom. This confusion of terms can have unfortunate consequences (Plumptre and Grahm, 1999 cited in S.M Anowar, 2010). The concept of governance is as old as human civilization.

It is mentioned that, sometimes governance and government are used interchangeably, possibly because the former is regarded as a useful buzz- word. Usually governance means government and its public policies, institutions, and a system of economic relationships or a role for the non-governmental sector in the business of the state (Smith, 2007).

Governance means: the process of decision- making and the process by which decisions are implemented or not implemented. Governance is used in several contexts such as corporate governance, international governance, national governance and local governance (United Nations Economic and Social Commission for Asia and the Pacific). The World Bank and United Nations Development Programme (UNDP) explain governance as the manner in which a country's economic, social resources are managed, and power is distributed.

This view of governance recognizes the importance for development of institutions, particularly private property and the rule of law (Smith, 2007). Government is one of the most important actors in governance. The other actors involved in governance vary depending on the level of government that is under discussion.

Good governance is not only for a type of government and its related political values but also for certain kinds of additional components. It implies government that is democratically organized within a democratic political culture and with efficient administrative organizations, plus the right policies, particularly in the economic sphere. At the constitutional level good governance requires changes that will strengthen the accountability of political leaders to the people, ensure respect for human rights, strengthen the rule of law and decentralize political authority. At the political and organizational level, good governance requires three attributes those are common to the governance agendas of most aid agencies: political pluralism, opportunities for extensive participation in politics, and uprightness and incorruptibility in the use of public powers and offices by servants of the state. At another level of understanding is Administration. So administratively, good governance requires accountable and transparent public administration; and effective public management, including a capacity to design good policies as well as to implement them (Ibid).

The UNDP defined good governance as:

“The exercise of political, economic and administrative authority to manage a nation’s affair is the complex mechanisms, processes, relationships and groups articulate their interests, exercise their rights and obligations and mediate their differences”

2.2.3. Characteristics of Good Governance

According to United Nations Economic and Social Affairs (2007:42) governance can be examined at three levels. On a global level, governance can be compared across countries and over time, on a national level and on a local level. This paper focuses on the local Perspective with the confined geographic area. Governance indicators compiled by monitors of good governance, such as the World Bank, suggest that political and financial accountability, including accountability of Public officials, require greater attention among institution.

Good governance has 8 major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law.

It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society.

Fig 2.1. Characteristics of good governance



Source :(<http://www.unescap.org/pdd/prs/ProjectActivities/Ongoing/gg/governance.asp>)

Note: Measuring these basic principles (elements) of good governance is important and yet difficult, hence the researcher tries to describe them qualitatively to give the overall picture of good governance process and try to quantify respondents view to assess the current status that prevail in Woreda by selecting some specific institutions in relation with the selected four good governance characteristics like participation, accountability, rule of law and transparency. The assessment of local governance in the woreda was undertaken based on the local governance barometer which was developed and implemented by Impact Alliance since 2005. This Barometer consists of five indicators. Even though the barometer is applicable to any local situation, it was necessary to simplify it to the case of Awabel Woreda for the purpose of comprehensiveness of data. Among the main five indicators again the researchers tries to take four of them by which World Bank also argue on those indicators as major characteristics of good governance. Those basic elements of good governance as obtained from the World Bank and in consulting other reference materials are stated below as follows. But the researchers were focused on four of good governance characteristics.

A Participation

The meaning of participation range from almost complete outsiders control, with involvement of local people, to form of collective action in which local people set and implement their own agenda in the absence of outsider initiators and facilitators (Campbell et al. 2000 cited in Henok 2007:24). Some also understand participation as a means to an end and while others views it as an end in itself (Yeraswork 2000 pretty and Shah 1997 cited in Henok 2007:24) Participation is one of the key elements of good governance. It is the extent to which actors are involved in decision making process. Participation could be direct or through legitimate representation. The voice of citizens is particularly important in all aspect of zonal administration and residents should provide inputs. Members of the community need to understand the zonal administrations extensive mission, how formal authority is shard and the scope and form of their involvement in governance.

In this regard the constitution of the Federal Democratic Republic of Ethiopia (FDRE) provides the legal basis for ensuring Citizens' Voice and participation in socio-economic and political processes. Legal and institutional arrangements aimed at ensuring interface between the governments and Ethiopians are enshrined in the Constitution. Article 43 (sub-article 2) explains that citizens have the right to participate in national development and in particular, to be consulted with respect to policies and projects affecting their community.

The attempt at decentralized governance is, therefore, to reverse the shortcomings of the top-down approach through initiating, facilitating, and ultimately institutionalizing participation and empowering local governance processes. According to PLAN: NET LIMITED (2005:23) Grassroots Empowerment must be seen as very long-term transformations of government, governance and community behavior. In countries where a decentralized governance system has been adopted, participation is becoming a component of political decentralization and democratic governance. It became a way of mobilizing support for policies, promoting national unity and bringing equity through resource allocation (Kibre, 1994:1).

So active community participation is one of the problems in local administration which in return hurdle for practicing good governance.

B. Rule of law

Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force. Good governance, democracy and protection of human rights could only be reached if and only if independent and effective judiciary system along with skilled manpower; law makers, judges and police forces are put in place. So it is understandable that prevalence of rule of law at local level plays significant role in promoting good governance.

C. Transparency

Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement.

It also means that enough information is provided and that it is provided in easily understandable forms and media. By making full and accurate information about its mission, activities, finance, and making them publicly available the government encourage transparency and accountability.

D. Responsiveness: Good governance requires that institutions and processes try to serve all stakeholders within a reasonable time frame. It is the ability of management of public organization to give due concern to the needs and interests of its constituents.

E. Consensus Oriented

There are several actors and as many view points in a given society. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community.

F. Equity and inclusiveness

A society's well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well being.

G. Effectiveness and efficiency

Efficiency can be measured in a narrow, as well as in a broad sense. A narrow approach to efficiency can translate into specific measures, such as cost per case, as for example, cost per patient, or cost per service type for example unit cost per refuse collection. A broader approach to the concept of efficiency, however, looks at the extent to which government is fostering an economically efficient system of production and distribution, and reduces uncertainty. A broader definition of efficiency looks at the allocation of public spending and the institutions of government and its capacity to manage the economy and to implement its policies in a stable and predictable manner. By adopting a broader definition emphasizes the importance of achieving the right outputs, in preference to the goal of using inputs with optimal efficiency. For instance, the ratio of judges to population constitutes a narrow measure of efficiency of government, as it focuses on a specific area, i.e. the redressal of claims.

According to United Nations Economic and Social Affairs, looking at the broad spectrum of possible indicators that would fit the profile of being broad enough and would also relate to the predictability of the government policy issue, it is suggested that the one indicator that fits that profile is the volatility in budgetary expenditure shares and the volatility of revenue shares. Budgetary expenditure and revenue volatility, more than any other single indicator, captures the element of providing a predictable policy environment and it is broad enough. A stable policy should be reflected in stable budget allocations. Budgetary volatility tends to be high in countries in which businesses report that government policy-making is arbitrary and unpredictable.

World Development Report, (1999/2000:107-109) argues that successful decentralization improves the efficiency and responsiveness of the public sector while unsuccessful decentralization disrupts the delivery of public services. Success in decentralization of decision-making powers and functions to local level requires strong political commitment and leadership. The performance of decentralization depend on the existence of enabling institutions, motivation

for reforms, and the smooth interaction of various stakeholders that forge partnership for realizing improved service delivery. It also depends on how decentralization is designed and implemented. The way it is designed determines the objectives and what could be achieved depends on the resources and responsibilities granted to local authorities and the supports from central and regional bodies (World Bank, 1999/2010).

H. Accountability

Accountability systems are changing rapidly across the world. In this regard many countries move towards, fiscal decentralization, political devolutions, and have experimented with forms of electoral and representative democracy at both national and the local level. This situation provides sub national and local governments for being subject to local political control through regular democratic election.

Accountability is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to who varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law.

According to Shah (2008:295) the functioning system of accountability depends on, among others electoral incentive- elections are important channels of accountability. Elections can be seen as both mechanisms to select capable political agent (prospective voting) and means to hold them accountable after they are elected (retrospective voting). How effective electoral incentive works in practice crucially depends on the design of electoral rule, the party system intra - and inter-party competitions and contestability. To minimize the distortions caused by the strategic behavior of political agents, voters need to be well informed, political competition must be fair and open, and party platforms and lists must be based on broad representation.

2.3. Decentralisation: Concepts and Definitions

According to Mawhood cited in Negalegn (2010), decentralization is understood as sharing of part of governmental power by a central ruling group with other groups, each having authority within a specific area of the state. The fundamental areas in the decentralization are power,

authority and responsibility (ibid). Tegegne and Kassahun (2004:36) also defined decentralization as the transfer of legal and political authority from a central government and its affiliates to sub- national units of government in the process of making decisions and managing public functions. It is a process through which authority and responsibility for public functions is transferred from central government to local government.

The most comprehensive definition of decentralization is given by Rondinelli (1989:137) who defines decentralization as: the transfer or delegation of legal; and political authority to plan, make decisions and manage public functions from central government and its agencies to subordinate units of government, semi-autonomous public corporations, area wide or regional development authorities; functional authorities, autonomous local government or non-governmental organizations.

This definition encompasses the concept of transfer and delegation, which characterizes the different forms of decentralization. Therefore, the concept is more specifically defined in the context of its different dimensions and forms within the level of authority exercised and responsibilities given to agency in charge of some kind of decentralized function or service (Turner and Hulme, 1997:152-155). In connection to this Meheret (1998:1) states decentralization as:

Decentralization in different forms has been propounded as an essential political agenda for democratic self-governance and socio-economic growth for over three decades. In particular, two major patterns of decentralization, vis. political and administrative decentralization, suggest viable options to promote democracy, development, political stability and efficiency in government management in much of the development and governance literature.

As it is defined by UNDP, and cited in Mahat (2007:14), Decentralization is considered as part of overall government system of any society. It is a process by which authority, responsibility, power, resources and accountability are transferred from central level of government to sub national level. Improved governance will require not only strengthened central and local governments but also the involvement of other actors from civil society organization and private sector in partnership with government at all level.

Decentralization is much more than public sector, civil service or administrative reform. It involves the roles and relationships of all of the societal actors, whether governmental, private sector or civil society. The design of decentralization programs must take this in to account. This is why UNDP prefers the use of the term decentralized governance rather than the term decentralization (UNDP cited in Mahat 2007:14).

2.3.1. Dimensions of Decentralization

Many analysis of decentralization consider the transfer of powers in three sectors to be necessary for success. For the purpose of this research the three dimensions of decentralization which is democratic decentralization, administrative decentralization and fiscal decentralization with their specific characteristics can be discussed.

1. Democratic decentralization

According to Research Triangle Institute, (1997:2) Democratic decentralization is the development of reciprocal relationships between central and local governments and between local governments and citizens. It addresses the power to develop and implement policy, the extension of democratic processes to lower levels of government, and measures to ensure that democracy is sustainable. Democratic decentralization incorporates both decentralization and democratic local governance.

The decentralization component of democratic decentralization is the transfer of authority and responsibility from central government to local government, whereas democratic local governance is autonomous levels of local government, vested with authority and resources that function in a democratic manner. That is, they are accountable and transparent, and involve citizens and the institutions of civil society in the decision-making process. It emphasizes the presence of mechanisms for fair political competition, transparency, and accountability, government processes that are open to the public, responsible to the public, and governed by the rule of law (Ibid).

Characteristics and key relationships in democratic decentralization

The relationships among democratic decentralization, decentralization, and democratic local governance are not a hierarchical relationship but rather a spectrum of relationships that help

define a framework for implementing democratic decentralization strategies (Research Triangle Institute, 1997:7).

The research institute identified the following relationships.

I. Central — Sub-national/Local (Decentralization)

The first major relationship is between the central government and the sub national or local government. This reciprocal relationship is decentralization, the transfer of authority and responsibility to local government. The authority and responsibility are administrative, financial, and political. Local governments participate in central policymaking and influence activities at the central level, as well as carrying out responsibilities formerly conducted by the central government.

These major relationships of democratic decentralization are characterized by

- **Instituting Constitutional and Legal Reforms to Devolve Power**

This includes passing of constitutional provisions and laws which devolve authority to democratically elected agencies of government, and the subsequent central governments implementation of and support for those laws. It also includes respect for human and civil rights and respect for the rule of law

- **Increasing Local Governments' Ability to Act**

This includes revenue mobilization, competent budgeting and financial management of those revenues, effective policymaking, enhanced skills and professionalism, and merit- based recruitment and promotion. Local governments also gain capacity for self restructuring and for initiating novel arrangements and partnerships with the private and nongovernmental sector in order to respond to new challenges.

II. Local/Sub-national —Citizens (Democratic Local Governance)

The second major reciprocal relationship according the Research Triangle Institute is between local governments and citizens, or democratic local governance. Many relationships can be summarized as "local government and citizens" — for example, relationships between the local

government and individual citizens, community groups, businesses, news media and other local governments. It includes;

- Increasing Local Government Accountability, Transparency, and Responsiveness. These characteristics include ethical standards and codes, performance measures, open information, auditing, transparency, information systems, citizen oversight, and responsiveness to citizen needs, opinions, and requests.
- Enhancing the Role of Civil Society includes peaceful competition for political power and free and fair contested elections of all key local government councilors, access of the public to information and to all meetings, town meetings, citizen boards, and other mechanisms for joint decision-making. It includes an environment that encourages participation by all sectors of the population.

III. The third reciprocal relationship is between citizens and the central government.

It is not the key focus of democratic decentralization, but it is important as part of the enabling environment. This relationship includes fundamental rights and responsibilities of citizens guaranteed by the central government, and the ability of citizens to directly influence the central government. As stated above democratic decentralization includes both decentralization and democratic decentralization.

2. Administrative Decentralization

Administrative decentralization involves the sharing of responsibility and authority between headquarters and field offices. The functions and authority are centrally delegated as a matter of administrative expediency and can be revoked by the center when circumstances warrant with the objective of efficiency in government through centralized allocation of resources, including manpower and finance. To examine how administrative resources in terms of manpower are distributed across tiers of government, personnel decentralization i.e. recruitment, selection promotion were used for analysis (Meheret, 1998:1)

The purpose of administrative decentralization is to transfer decision-making authority and responsibilities for delivery of services by lower level government agencies, field offices, or line agencies (Meheret, 1998:2).

Since recently, institutional decentralization has been added to these dimensions owing to the gaining importance by institutions. Institutional decentralization refers to the creation of politico-administrative organizations, especially at the sub-national level. It is concerned with how decentralized institutions are constituted with development of appropriate legal frameworks that define the relationship between different decentralized agencies and other organizations. The objective of institutional decentralization is to clarify responsibilities of decentralized institutions so that accountability is fixed and political interference from the center is minimized. It is also aimed at promoting vertical decentralization of power and local governance by expanding the autonomy of key institutions involved in socio-economic processes at local level (Chikulo, 1998 cited in Negalegn, 2010).

3. Fiscal Decentralization

Regarding the fiscal arrangement for decentralization, there are two basic issues that are commonly raised in the literature on the financial arrangements for decentralization in the modern state. First, there is the question of the relative powers of central and decentralized governments to raise revenues. While one school of thought argues for virtual monopoly of revenue-raising powers by the central government (the centralization school), another (the decentralization school) argues for significant powers to be granted to the decentralized governments. The second issue is the relative importance of the proportion of total government revenues that is actually utilized by central and decentralized governments, regardless of how the revenues are raised in the first place. The role of sub-national governments in raising revenues and their actual spending powers are regarded as good indicators of the degree of decentralization in a given state (Adamolekun, 1991).

Fiscal decentralization concerns the way tax revenues and public expenditures are distributed among the different tiers of government (Treisman, 2002). The degree of decentralization is the extent of independent decision-making by the various arms of the government in the provision of social and economic services. It connotes the degree of autonomy of state and local governments in carrying out various economic tasks. Inter-governmental fiscal relations and fiscal decentralization dealt with how the government sector is organized and financed. Dispersal of financial responsibility is a core component of decentralization. If local governments are to carry out decentralized functions effectively, they must have an adequate level of revenues-either

raised locally or transferred from the central governments as well as the authority to make decisions about expenditures.

Nowadays, fiscal decentralization is the proper location by level of government of various taxes, speeding programs, grants and regulation is becoming an important issue not only in the literature but also in the real world. Fiscal decentralization can take many forms, including Self-financing or cost recovery through user charges, co-financing or co-production arrangements through which the users participate in providing services and infrastructure through monetary or labor contributions, expansion of local revenues through property or sales tax or indirect charges, intergovernmental transfers that shift general revenues from taxes collected by the central government to local governments for general or specific uses etc (ibid).

Federal systems are seen to provide safeguards against the threat of centralized exploitation as well as decentralized opportunistic behavior while bringing decision makers closer to the people. The principles of fiscal federalism are concerned with the design of fiscal constitutions-that is, how taxing, spending and regulatory functions are allocated among governments and how intergovernmental transfers are structured and these arrangements are of fundamental importance to the efficient and equitable provision of public service (Ibid).

2.4. Definition of Local Government

Local governance refers to the existence of working local systems established for the purpose of collective action and that promotes and manages a locality's public affairs in the interest of the local residents (Olow and Wunsch, 2004). It is a process of societal decision making at the local level. Local governance is thus the involvement of multiple actors from multiple level and sectors working in partnership at the local level on the basis of interest and inclusive decision making.

The main definition that is used in this study is the one developed by UNDP - Local governance comprises as set of institutions, mechanisms and processes, through which citizens and their groups can articulate their interests and needs, mediate their differences and exercise their rights and obligations at a local level. The building blocks of good local governance are many: citizen participation, partnerships among key actors at the local level, capacity of the local actors across all sectors, multiple flows of information, and institutions of accountability (UNDP, 2005)

From this definition it can be understood that assessing local governance needs the engagement of various stakeholders such as civil society organizations, governmental organizations and the private sector.

2.4.1. LOCAL GOVERNMENT AND GOVERNANCE IN ETHIOPIA

2.4.1.1. Local Government Arrangement in Pre-1991

2.4.1.1.1. Local Government during the Imperial Era

The Haile Selassie I regime (1931–1974) is generally credited with initiating modern administrative and local government reforms in Ethiopia, although these reforms were of a particular kind. The regime instituted greater centralization of political power and authority, resulting in the dominance of the central government over, and undue interference in Awraja (zone), Woreda and municipal affairs. The focus of development was on Awarajas (zones). Woredas and municipalities were considered more like deconcentrated units of government administration or field agents of the central state instead of true local governments with adequate authority within their territorial jurisdiction (Sisay, 1996).

During the reign of Haile selassie, local government existed for the purpose of maintaining peace and generating revenues. This function was mainly realized by the interaction of interior's governors, the provincial police under their authority, and field agents of the Ministries of justice and finance. While personnel from these three Ministries were found in most local government units,

The Haile Sellasie regime divided the country into 13 Governorate generals (*Teqlay Gizat*), 99 sub-provinces (*Awraja*) and 444 districts (*Wereda*) (Daniel, 1994). In 1960, the federated state of Eritrea was annexed to make it the 14th province while Addis Ababa, the capital, became a province in its own right raising the total number of Governorate generals to fifteen.

The criteria for the division of the governorates, the sub-provinces and local governments were mostly for administrative convenience and in some cases depended on the power and influence of local landlords. The more powerful the landlords, the greater the number of people and territory under their rule (Gilkes, 1980). Despite the claims to the contrary, (Daniel, 1994) ethnic

affiliation, cultural similarities, historical ties or public economic interests were not taken into account when administrative divisions were implemented.

Heads of Governorate generals and the sub-provinces were appointed by the emperor himself; while those of local governments were left for the heads of Governorate generals (Cohen and Koehn, 1980). The main duties of local governments under the Imperial regime were three-fold: to maintain law and order; to levy government taxes; and to settle disputes in the law courts. Development was not on the agenda of the regime (Gilkes, 1980).

When Emperor Haile Selassie restored his power in April 1941, his first move was restructuring the administration division into 12 '*Awrajas*' (counties), 360 '*Weredas*' (districts), 33 '*Meslenes*' (sub-district) and 1176 '*Miktil Meslene*' (communes), showing a five government tiers including the centre at the top. Various criteria were adapted in restructuring the administration divisions. Assimilation policy was a principal guidance (Ghebrehiwet, 2002). No *Teklay-Gizats*, was mono-ethnic. Majority of the *Awrajas* and *Weredas* were carved by bringing two or more ethnic groups together. Blending feuding ethnic groups was viewed as an ethnic conflict resolution mechanism at local level. Weakening ethnic groups who were real and/or potential political threats to the regime by dividing in to two or more *Wereda* Administrations was also another policy of the regime. Raya communities were case in point (Asmelash 1987:41). In some instances, physical factors like mountains, gorges and rivers served as boundaries between jurisdictions. In rare cases ethnicity and history criteria were applied. Criteria such as settlement pattern, economic viability and administration convenience were hardly considered in the demarcation of the administration divisions.

2.4.1.1.2. The Military Regime (1974-1991)

The Dergue regime (1975-1991) had maintained the previous administrative division over the first twelve years of rule. The promulgations of the first Republic (Peoples 'Democratic Republic of Ethiopia) in 1987 came up with new territorial administration divisions of five autonomous regions and 24 administrative regions. The five autonomous regions, namely Eritrea, Tigray, Asseb, Dire Dawa, and Ogaden were created on political basis with the intention to address the then political turmoil provinces which were waging armed struggle for full independence (Eritrea

and Ogaden/Somali) and autonomy (Tigray). The creation of Asseb, which is historically an Eritrean territory, as an autonomous region was aimed to abort the Eritrean nationalists claim over the geopolitical strategic port of Asseb by detaching the Red Sea Afar from Eritrea. Dire Dawa autonomous region was formed by bringing some *Weredas* of Hararge province inhabited by Oromos, Somali and Harari. Delimitations of the Administrative Regions took in to account combinations of politics, economic base, ethnicity, settlement pattern, and population size criteria. Many regions were created on a dominant ethnic group basis.

Both the Autonomous Regions and Administration Regions were to have own executive bodies as well as *Shengo* (literally mean Assembly), although they were subordinates of a higher level of administration. Competences of the autonomous regions were not designed in a way to bring about meaningful political, fiscal and administrative devolution of power. All sources of revenue, but municipal fees, were reserved to the central government, leaving nothing to the revenue generating regions. The Autonomous regions were mainly supposed to ensure implementations of laws, decisions and directives of the centre. Economic and social development plans, and budget allocations had to get approval of the National '*Shengo*'.

Autonomous Regions and the Administrative Regions had hardly legislative power to spend and to levy tax. The Autonomous Regions were merely agents of the central government. So did the Administrative Regions to their next higher level of administration (Ghebrehwet, 2002:37).

2.4.1.1.3. The Post 1991 Period

The Federal Constitution defines Federal-States intergovernmental relations only, leaving the establishment of local governments to the judgment of the States ((art. 50(4)). Accordingly, depending on the level of ethnic diversity, the States have established five or four Local Governments (LGs) tiers. Again, two pragmatic approaches have been applied in the delimitation of local governments (the Zones, Special Zones, Special *Weredas*, and *Weredas*). Zone Governments and Special *Wereda* Government comprise several rural and urban *Woreda* Governments. In the heterogeneous states of SNNP, Benshagul-Gumz and Gambela; Zone, and Special *Wereda* governments are mainly established along ethnic lines regardless their economic viabilities to ensure the right of Nations, Nationalities and People to exercise self- rule (Revised Constitutions of SNNP, Gambela and Benshagul-Gumz). In the SNNP, Zone Governments (ZGs)

and Special *Wereda* Governments (SWG) are formed by breaking up from heterogeneous Zone/*Wereda* Administrations. When a single ethnic group is found very tiny, two or more ethnic groups were brought together, often based on culture and similarity of language to form a ZG or SWG or WG. Each ethnic group is fairly represented in the Councils of ZG or SWG or WA. In Benshangul-Gumze and Gambela, each founding nationality/ People is organized at Zone Government level. In the relatively homogeneous States of Tigrāi, Afar, Amhara, Oromia, and Somali, the creation of LGs (*Weredas and Kebeles*) have taken into account administration convenience, population size, and settlement pattern, while minority ethnic groups within these States are exceptionally established on ethnic basis at Zone or (Special) *Wereda/Kebele* level. For instance, in Amhara, four minority nationalities, namely, Awi, Wag-Hamra, Oromia and Argoba have formed own government at Zone level (The Revised Constitutions of Amhara, 2001). The demarcation of Irob *Wereda* and Kunama at Special *Kebele (tabia)* level in Tigrāi, and the Argoba Special *Wereda* in Afar are also other illustrative cases.

Here, mention should be made on the distinction between the Nationality- based Zone Governments and the functional Zonal Administrations. The former are independent self government entities. They are established on ethnic basis to guarantee minorities' rights to self government. They have elected Councils, Executive and Judiciary bodies. Each Zonal Government or WG has representations at State level (the Revised Constitutions of Amhara, SNNP, Benshangule-Gumz, and Gambela). In contrast, the latter are established in the relatively homogeneous States of Tigrāi, Oromia, Somali, Afar and Amhara (excluding the Nationality Administrations). They are simply branches (delegating organs) of the States. They do not have Council and Judiciary bodies. Executives are appointed officials and answerable to respective State Councils. They are established to serve as administrative links between the State bureaus and WGs.

The Federal-Regional-Local Government Structures in 2008 makes distinction between Urban Local Government (ULG) and Rural Local Government (RLG). Two points well justify for such a distinction. One thing is that the Ethiopian economy is characterized by an agrarian economy and predominantly rural population. Another thing is that there are marked differences in local preference for public services between the urban and rural areas. The federal arrangement has

made local governments very close to the people. *Kebele*, the lowest LG is organized, encompasses an average of 5,000 residents. This level of government serve as an instrument to promote local people participation in decision making, mobilize local people to enhance social and economic developments at local level and access to basic public services (Gebreab, 1998).

Delimitation of sub national governments should be stable. If redrawing of the existing boundary deems necessary, it should be based on research and be evaluated against its long term political implication, economic efficiency and administration feasibilities. Nevertheless, local governments in Ethiopia are characterized by continuous fragmentation. Over the past two decades, one might observe frequent reorganization and fragmentation process of local governments. So many factors attribute for this. Restructuring of local governments without detail studies and long-term impacts is not uncommon practice in Ethiopia. Altering or modifying or creating a new jurisdiction through referendum is an exceptional practice rather than a normal process. Delimitation of local government is highly decentralized and predominantly political decision. Reorganization and delimitation of ZG/ SWG/ WG vest on State Governments' power. These levels of government, in turn, alter boundaries or create new government units next to it.

In September 1995, member states of the Federation restructured their districts and subdistricts on the basis of several criteria. These were population size of approximately 100,000; cultural proximity and historical background of the communities in one area; market and trade relations within themselves; transportation accessibility to one another; and administrative ease under one local government (Abyotawi, 1995; Woyin, 1995 cited in Gebreab, 1998). The restructuring of local governments was a huge exercise in Tigray. At one go Tigray reduced the number of local governments from 81 to 37. This is due to the fact that the wartime local governments were considered to be too small (average population of 30 to 40,000) to be suitable for economic development. Besides, an administrative unit suitable under a war situation was found to be not suitable in peacetime. After restructuring in 1995, the included the municipal government of Meqelle, the capital of Tigray and the Adi Erob 'special' local government created solely to accommodate the minority Erob people (Gebreab, 1998).

In 1996 amalgamation of Weredas took place in all States that cut down the total number of Weredas by half. Two entire or partial neighbouring Weredas were merged to form a 'bigger' Wereda without consulting respective residents to which Wereda they would like to join. The objective of the amalgamation of LGs was to make use of the available scarce public resources by minimizing administrative costs. At the commencement of the WLD in 2002, there were only 13 Constitutional ZAs and SWGs, and 552 Wereda Administrations in the entire country. By 2010, the figures raised to 35 ZAs / SWAs and 774 rural WAs. While the SNNP, a home land for 56 ethnic groups, is a major contributor to such a sharp increase of number of ZA/ SWAs and WA, Oromia leads the multiplication of WAs. For instance, in 2001 the SNNP had only 77 ZAs, SWA and WAs against 150 in 2010. Similarly, Oromia had 180 WAs against 305 for the same period (Ibid).

One of the first tasks of the transitional government was to create local administrative bodies through local election. To that end a law was enacted in Parliament (TGE, 1992a) which defined the duties and responsibilities of the elected local governments. In June 1992 a countrywide election at the district (wereda) and sub-district (kebele) level was conducted. The number of local governments at the district level was then considered to be 660 and that of the sub-district around 26,000 (TGE, 1992b cited in Gebreab, 1998). Except for the Ethio-Somali State, all other states managed to set up these local governments.

2.4.1.1.3.1. Legal Authority

The Federal constitution recognizes the existence of local governments in all member states.

Article 50 sub-article 4 of the constitution states: 'The states shall accord the lowest unit of government such powers as will enable the people to participate directly in their self determination'. The lowest unit of government in FDRE is the *Kebelle*. Local government at the *wereda* level is one echelon above *Kebelle* and in most cases a third level from the State just below the administrative zone. In some cases, zonal administration is not legally binding while local governments at the district level are.

Chapter 10 Article 81 sub article 1 of the State Constitution of SNNPS (1995:27) states that 'the local (*wereda*) government is responsible for the preparation, decision-making of local social and economic development plans. It is at the same time bound to respect and implement laws,

policies, regulations and orders of the zonal and state governments'. While sub-article 2 of the same Article (81) states that 'the local government is responsible for self administration, the development of its locality and in making decisions of local concern but is subordinate to the state and zonal governments'.

This shows how local governance structure seemed to be in Ethiopia in relation to three regimes. And also it explained the decentralization process and reformation of state in Ethiopian history.

2.5. EMPIRICAL LITERATURE

2.5.1. Experience from Botswana

Good governance practice in Botswana was an example for the rest of African countries. Local government in the country were well functioned and they are autonomous in revenue generation, local development policy making, planning and implementation. This calls for expeditious decentralization. So that they have authority and flexibility in budgeting and manpower planning.

In Botswana there is Local Government Minister which is responsible for controlling the function of local authorities. The ministry is the focal point for planning and coordinating the local authorities (Sharma, 2005).

Public Servants political neutrality

Employees in the public/civil service are supposed to be politically neutral since the law does not allow public servants' active participant in politics. In Botswana it is misconduct for public officer to engage in any activity outside of his official duties which is likely to involve him in political controversy or to lead to him taking improper advantage of his position in the public service. Civil servants are not allowed to hold political office while employed in the civil service (BIDPA, 2007).

Citizen's participation

Citizen participation is one of the integral features of any well functioning liberal democracy. Civil society in Botswana has alternatively been characterized as inactive with minimal influence on public policy, or as promoting dialogue with government.

Carroll and Carroll argue that 'civil society was almost nonexistent in Botswana in the late 1980s, but it developed extraordinarily rapidly in size and influence in the 1990s'.⁷⁵ Civil society in Botswana had grown and developed such that 'by the end of 1999, it consisted of approximately 150 indigenous NGOs, around 50 community based organizations, some 23 trade unions, and a handful of business associations'.⁷⁶ Balule⁷⁷ observes that since its emergence in the 1980s, the private media in Botswana has generally played its watchdog role satisfactorily, and investigative journalism has in the past exposed corruption in government, mismanagement, human rights abuses and other miscarriages of justice (BIDPA, 2007).

As a liberal democratic polity, Botswana has a number of structures and organizations through which citizens participate in the political process. One of the main structures, and possibly the most important, of citizen participation in Botswana is the kgotla (Zibani, Dorothy, 2007 cited in BIDPA, 2007). The kgotla, which is presided over by the village chief, is a traditional meeting place, or what can be called a village parliament which allows for frank and public exchanges of views on non-partisan and mostly developmental issues. In this sense, kgotla can be addressed by civil servants, ministers, sitting councilors and members of parliament, especially when they want to consult the public on an issue of national importance.

According to African governance report, (2005) Botswana achieved a progressive change in good governance practice.

So from this what we learn is that participation of citizen on government and private media genuinely playing a great role for achieving good governance and exposing people who are corrupt.

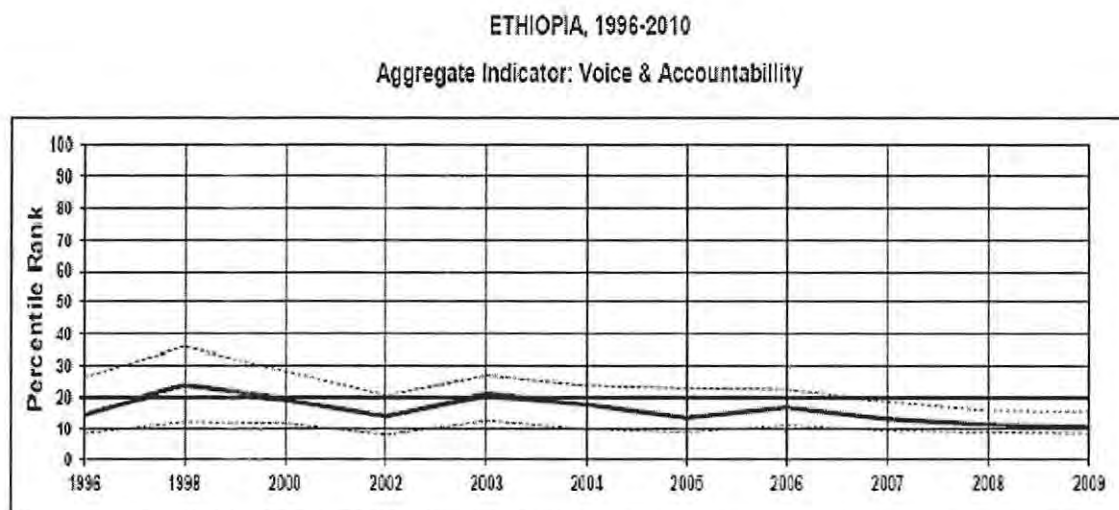
2.5.2. Governance in Ethiopia under EPRDF

The present regime (EPRDF) came to power in 1991 by overthrowing the military government known as Derg. After the present government take control it started implementing the concept of decentralization in order to overcome the problems caused by the long year's practices of centralization. The implementation of decentralization was carried out in two stages. The first stage was ended in 1995. The constitution has provided the means were ethnic based regions established in to nine regions. The second stage of decentralization provided the regional states with power to establish their own administration. The regional governments also established

local governments at the local level and granted them with the necessary power and functions. (Ayele, 2009).

The present government has undertaken various reforms to improve the level of governance in the country such as The National Capacity Building Program (NCBP), Capacity Building for Decentralized Service Delivery (CBDSD), Public Sector Capacity Building Program (PSCAP) (Cohen, and Mogues, 2008). Regardless of the various reforms implemented in the country, Ethiopia still faces various challenges in achieving good governance. To support this position it is necessary to discuss some of the studies conducted to assess the level of governance in the country. The World Bank provides fourteen year of assessment which covers the period from 1996 up to 2010. The Report displays the country's performance for all available years between 1996 and 2010 based on six governance dimensions: i) Voice and Accountability, ii) Political Stability and Lack of Violence/Terrorism, iii) Government Effectiveness, iv) Regulatory Quality, v) Rule of Law, and vi) Control of Corruption. Percentile ranks indicate the percentage of countries worldwide that rate below the selected country. Higher values thus indicate better governance ratings. The following Graph shows the level of good governance practice in the country.

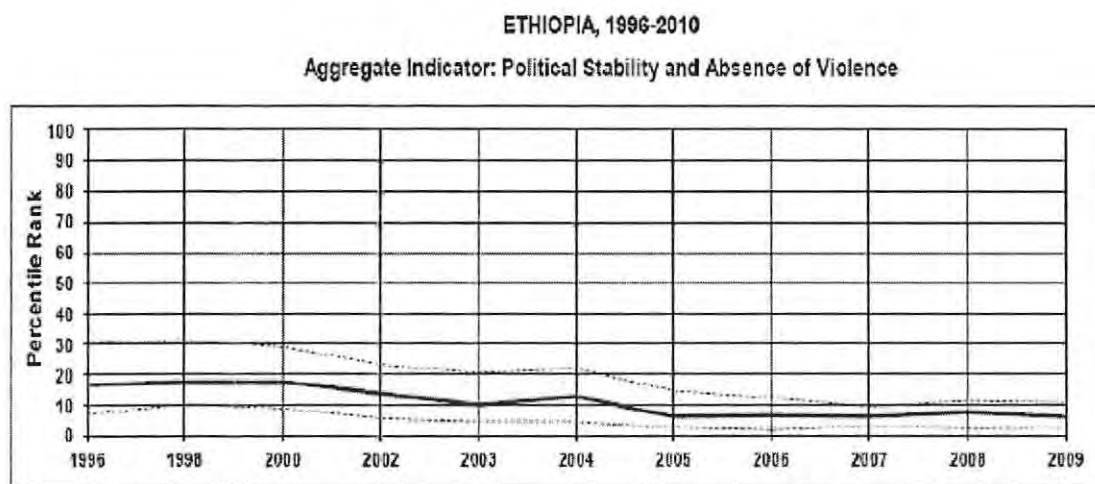
Graph 2.1: Voice and Accountability



(World Bank, 2010)

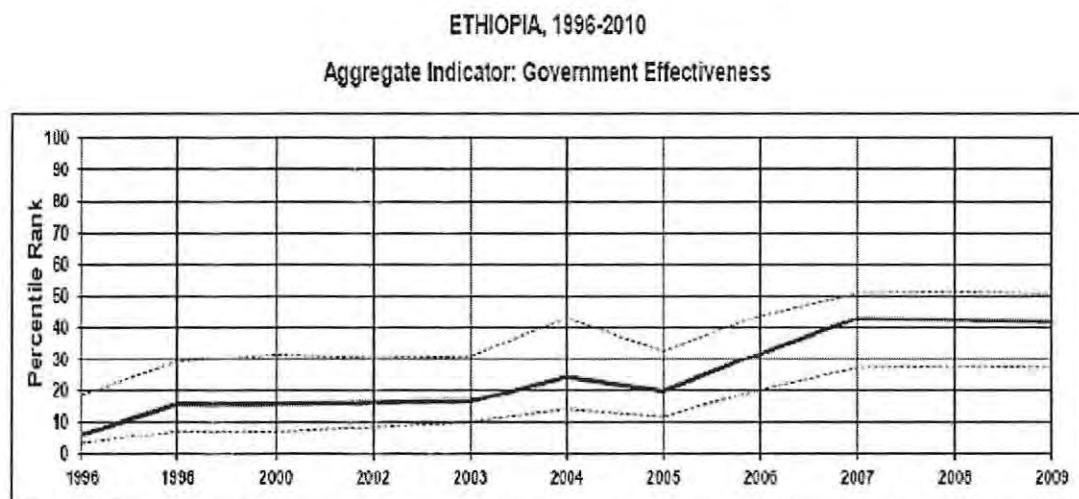
As the data in this Graph 2.1. Indicates that the country scores very low in relation with voice and accountability. It shows that the level of governance interms of voice and accountability has shown decreasing pattern beginning from 1998 up to 2009.

Graph 2.2: Political stability and absence of violence



(World Bank, 2010) Political stability and absence of violence has also shown the same trend like that of voice and accountability. The country's governance in relation with political stability and absence of violence has been decreasing since 1996 up to 2009

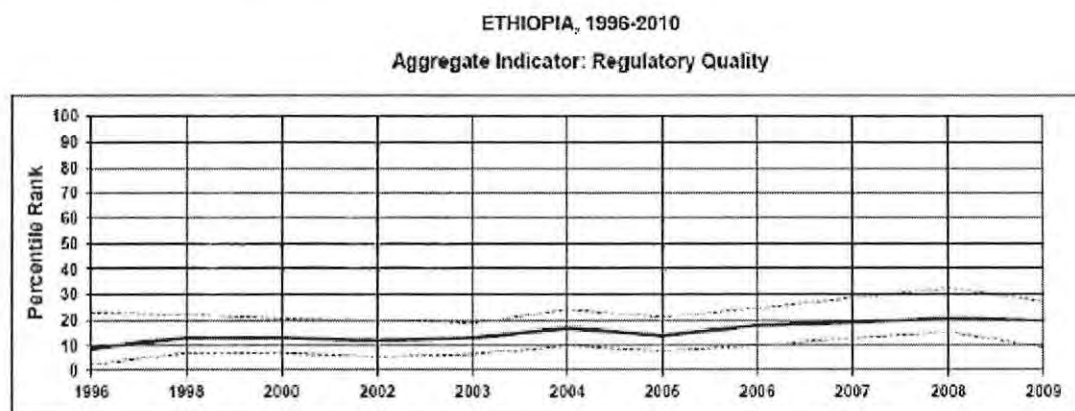
Graph 2.3: Government effectiveness



(World Bank, 2010)

When it comes to the effectiveness of the government the country has shown a good improvement. It can be said that the level of governance in terms of effectiveness has been continuously increasing since 1996. A remarkable improvement was observed between 2005 and 2007.

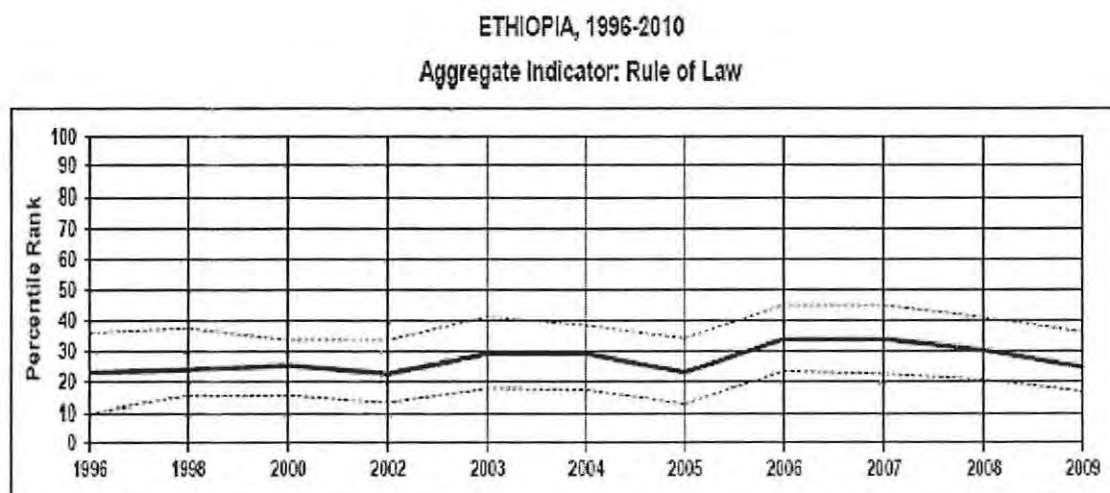
Graph 2.4: Regulatory quality



(World Bank, 2010)

Regulatory quality as an indicator of governance has shown to be very low. The above Graph 2.4. Indicates that even though there was a little improvement from 2006 up to 2009, it is still having a very low score. And there exit a minor increasing and decreasing fluctuations.

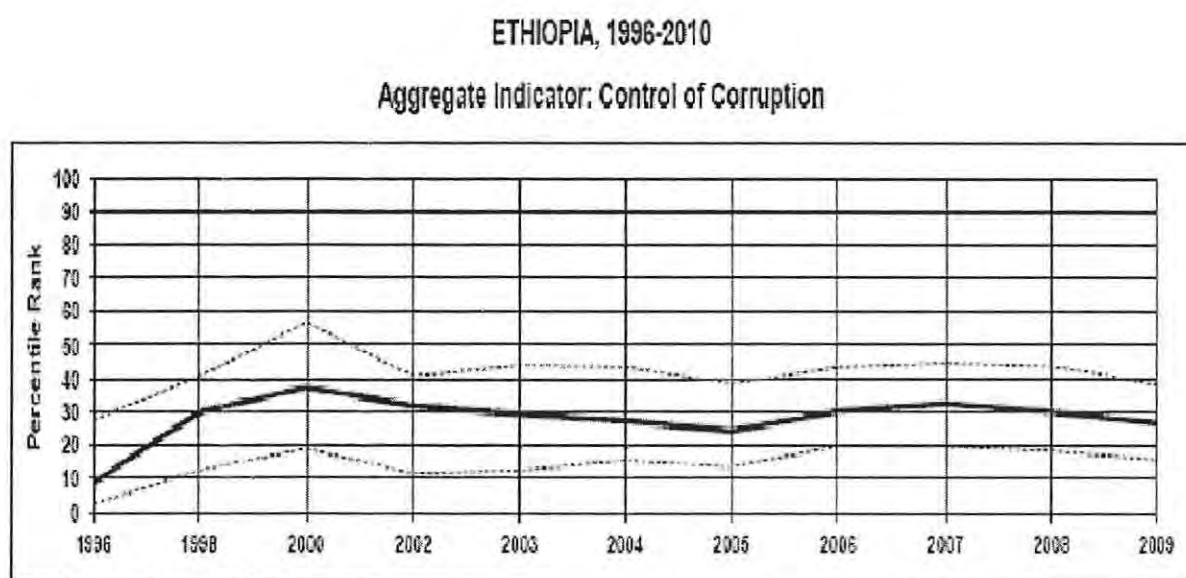
Graph 2.5. Rule of Law



(World Bank, 2010)

As it can be noticed from the above Graph 2.5. Rule of law has unique pattern as compared to the other indicators. Governance in relation with rule of law tends to show both decreasing and increasing trends. Beginning the year of 2007 the rule of law has a decreasing trend in the percentile rank.

Graph 2.6: Control of corruption



(World Bank, 2010)

The above graph 2.6 indicates that control of corruption has been increasing since 1996 up to 2000, but it starts declining beginning from 2000.

Generally, from the above six graph we can understand that Ethiopia is one of those countries which scored a very poor governance rank as compared to other countries. This implies there is a lot that needs to be done to improve the good governance practice in the country.

The above theoretical and empirical literature displays that the issue of good governance is a necessary condition for a given community to achieve sustainable development and to be stable. The researcher try to show the relevance of this study by looking different theoretical and

empirical literatures and the study is an imperative to look the underlying factors of local governance in Woreda level.

2.6. Summary on Review of Related Literature

Different scholars and different groups have their own different concept about the term governance. The origin of governance can be understood from different perspectives. Scholars in various fields of study developed the theoretical concept of governance. Donor communities such as aid giving organizations and various international financial institutions have taken the lead in implementing the concept of governance. Social activists have also contributed to the concept of governance by recommending citizen initiatives to be the main elements of governance.

Local governance comprises as set of institutions, mechanisms and processes, through which citizens and their groups can articulate their interests and needs, mediate their differences and exercise their rights and obligations at a local level. The building blocks of good local governance are many: citizen participation, partnerships among key actors at the local level, capacity of the local actors, multiple flows of information, and accountability (UNDP, 2005). This study was conducted on Awabel Woreda in case of Lumame Town. The assessment intends to determine the quality of governance in the town by taking three institutions which were woreda administration, municipal office and woreda court. It attempts to describe the quality of local governance by using some of the characteristics of good governance. These indicators include accountability, transparency, active community participation and rule of law.

CHAPTER THREE

DESCRIPTION OF STUDY AREA, DATA PRESENTATION, ANALYSIS AND INTERPRETATION OF THE DATA

This chapter contains three parts and deals with the discussion of study area, presentation of the data related to the research question, analysis, and interpretation of the data

3.2. Background of Awabel Woreda

Awabel is one of the Woredas in the Amhara Region of Ethiopia as a part of East Gojam Zone, Awabel is a border on the South by the Abay River which separates it from the Oromia Region, on the West by Aneded, on the North -West by Sinana, on the North- East by Debay Telatgen, and on the East Dejen. There are two Towns in the Woreda which is Lumame and Wojel.

Based on the 2007 national census conducted by the central statistical agency of Ethiopia (CSA), this Woreda has a total population of 121,588, of whom 60,226 are men and 61,362 women.

Lumame town is found in Awable Woreda (district) estimated the population 13,414. It is far from 259 kilometer from the capital city Addis Ababa. The town, lies between 1100 and 3200 meters below sea level. The annual average rainfall is 1100 mm-1400mm. Regarding religion, 82 per cent of the population is Orthodox Christians, 12.7 per cent Muslims. In ethnic composition almost all are have an Amhara Ethnic around 99.74% (Ibid).

Figure 3.1 Map of the Study Area
MAP OF AMHARA REGIONAL STATE



MAP OF AWABEL WOREDA



Administrative Regions and Zones of Ethiopia



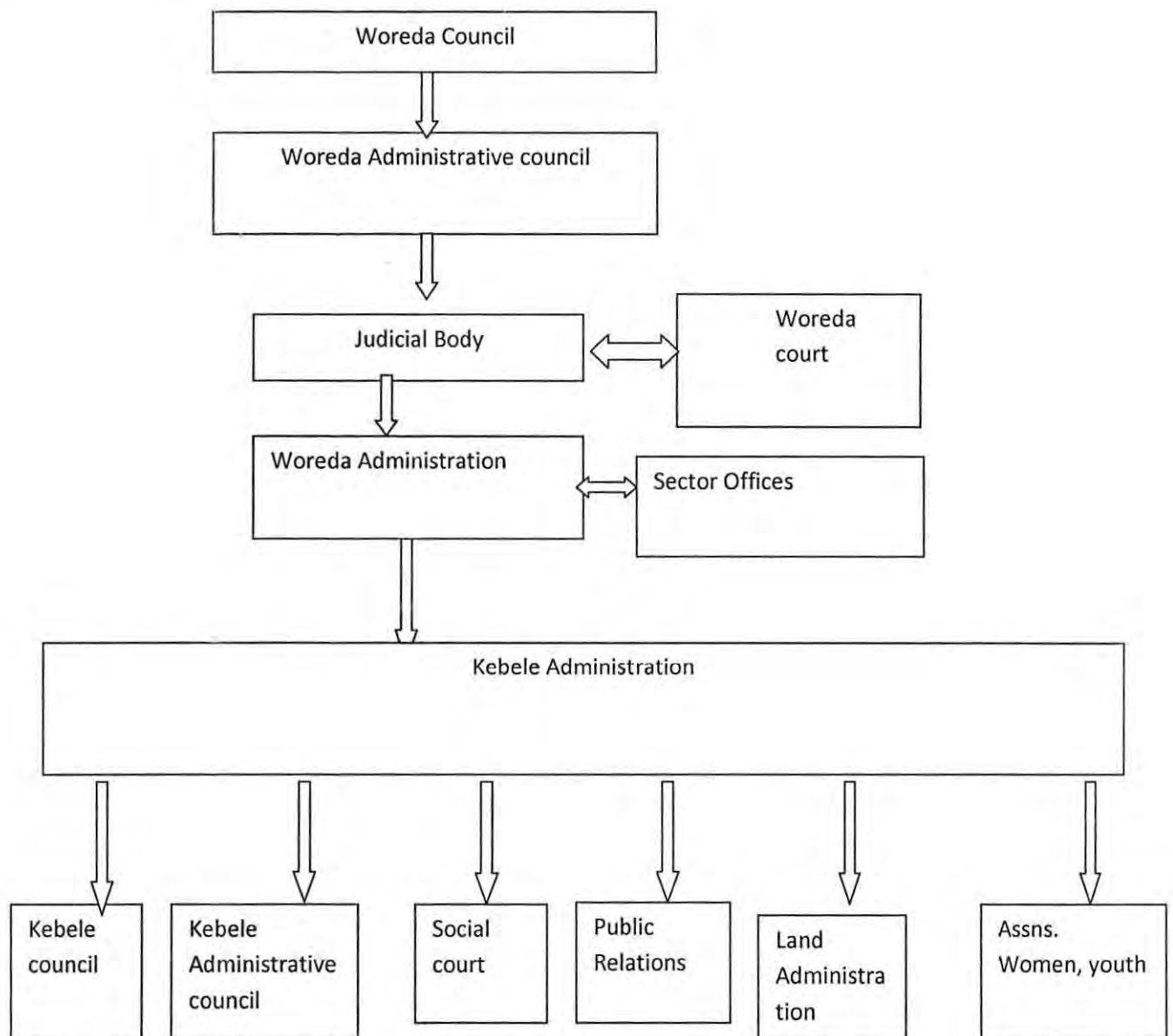
Source: www.feg-consulting.com

3.2.1. Structure and Function of Woreda

The policies and strategies implemented by the government support the devolution of power from the center to the regions and from regions to Woredas. If the devolution of power is properly executed, there would be full participation of people in the development processes from inception of ideas to planning, approval of projects, implementation, monitoring and evaluation. Transparency of government representatives towards their constituencies and accountability to their deeds is expected.

Later in the paper whether the policies, strategies, and what is put in the constitution is being implemented or not, on the ground, will be discussed by taking some indicators like, transparency, accountability, participation and rule of law. To this end, the structure and mandates of the Woredas are indicated below. This is important to understand to know the structural hierarchy of the woreda which helps to understand the responsibility of each organ of the woreda are more responsible for their specified function and which organ are not responsible for their action.

THE STRUCTURE OF THE *WOREDA* ADMINISTRATION



Source: Own 2014

3.2.2. Mandate of the Woreda Administration

The Woreda being centers of socio-economic developments have the following major constitutional powers and duties.

Woreda Council

- Approval of the woreda social service, economic development, and administrative plans and programs.
- Levying and collection of land use taxes, agricultural income revenues and other local taxes.
- Utilizing the woreda's sources of revenues, excluding such other revenues allocated and administered by the region.
- Preparation and approval of the woreda budget.
- Construction and maintenance of lower grade rural roads.
- Administering primary schools, and junior health institutions within the woreda.
- Directing basic agricultural development activities, administering and protecting the natural resources of the woreda (Revised Constitution of Amhara Regional State, 2001).

The Woreda Administrations:

- Prepare plans within the framework of the regional plan.
- The Woreda prepares and approves its own budget and sends it to the regions.
- Receive block grants from regions and allocates it to sectoral offices through Bureau of Finance and Economic Development (Ibid).

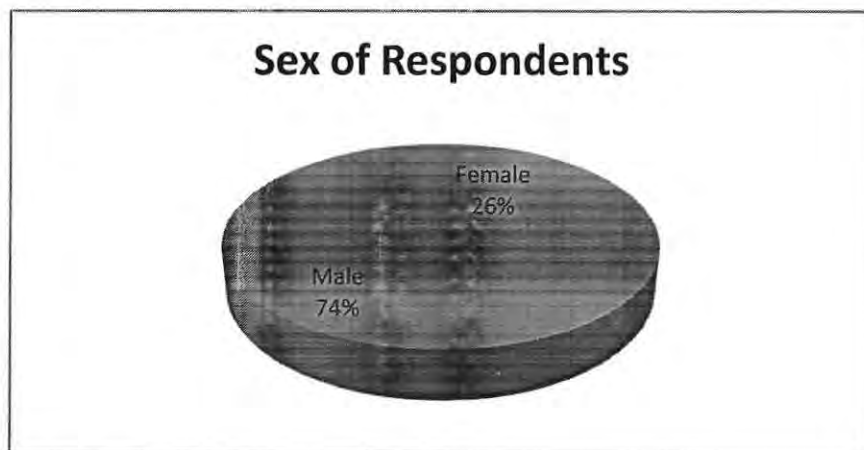
The researcher tries to discuss in detail whether those functions of the woreda implemented properly with transparent, accountable and are they participant and in relation to the rule of the law

3.3. General Demographic Characteristics of Respondents

A. Households

The demographic characteristics of respondents such as their ages, sex and educational background have direct or indirect relations with the way they understand concerning challenges of good governance in the woreda.

Figure 3.2: SEX OF RESPONDENTS



Source: Own survey results, 2014

Concerning sex of the respondents 74% were males whereas 26% were female respondents. This study in consideration of sex because good governance needs the involvement of both sex. And good governance is not the issue of men only or female only it is the issue of all human beings. In addition to this study tries to know how good governance practice affect gender issues in the woreda.

TABLE 3.2.2: Age and Educational Level of Respondents

The table mainly consists of age, sex and educational level of respondents.

Age			Educational level						Total
			Non literate	1 up to 4	5 up to 8	9 up to 12	Diploma	Degree and above	
18-30	Sex	Male	2	4	7	24	18	28	83
		Female	-	-	2	15	9	12	38
	Total		2	4	9	39	27	30	121
31-45	Sex	Male	3	5	5	7	12	11	43
		Female	-	1	-	5	2	2	10
	Total		3	6	5	12	14	13	53
Above 45	Sex	Male	-	2	1	0	4	4	11
		Female	-	-	-	-	-	-	0
	Total		-	2	1	-	4	4	11

Source: Own Survey 2014

About 121 (65.4%) Of the respondents were in the age of 18-30 and around 53 (28.64%) were in the age of 31- 45, whereas, the remaining 11 (5.9%) were age of 45 and above. From the total respondents female respondents consisted of 48 (26%) and 137 (74%) were male respondents. Around 5 (2.7%) of the sample respondents were non literate and around 180 (97.3%) of the respondents were literate even if there was a difference in their educational level. So the educational status and experience is very important to understand the issue in which this research intended to study.

B. Key Informants

Important persons that were supposed to have know-how on good governance in Awabel Woreda in Lumame Town were selected from administrative office, municipal office, court, trade union, youth association, and justice office and idir leader. The selected informants consisted of seven male and one female participant. The researcher tries to identify those key informants by gathering information about their experience and role in the community during the pilot study.

3.4. Transparency and Accountability of Selected Public Institutions

3.4.1. Woreda Administrative Office

Transparency according to the literature means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement (<http://www.unescap.org>). By making full and accurate information about its mission, activities, finance, and making them publicly available to the government encourage transparency and accountability.

Transparency and accountability are the core principles of good governance. Transparency can be important decision making to be open and clear for stakeholders and it encourages stake holder's involvement in decision making. Generally, transparency here is important to assess openness and clarity of information's, processes, institutional rules and decisions to community members and the general public in woreda administration, municipal and woreda court.

Regarding transparency in Awable Woreda Administration it is not practice well and not exists in some office like municipal. Almost all members of focus group discussion argued that those rules and regulations are not respected by administrator and employees. Access to information in the town is not adequate. The employees are not discharging their duties (see table 3.4.1. below). They reveal that access to information through print and electronic media are far from being adequate. Due to this lack of transparency, one of the elements of good governance is impaired in woreda administration.

The following table shows the perception of respondents on the openness of the service provider employee's in performing their job and discharging their duties.

Table 3.4.1.: THE SERVICE PROVIDER EMPLOYEE'S RESPONSIBLE IN PERFORMING THEIR JOB AND DISCHARGING THEIR DUTIES IN WOREDA ADMINISTRATIVE OFFICE

Response	Respondent categories				Total	Percentage
	Male	Percentage	Female	Percentage		
Strongly agree	7	5.1	8	16.66	15	8.10
Agree	42	30.65	15	31.25	57	30.82
Disagree	59	43.06	14	29.16	73	39.45
Strongly disagree	29	21.16	11	22.91	40	21.63
Total	137	100	48	100	185	100

Source: survey result 2014

About 7 (5.10%) of male respondents strongly agree the view that the service provider in the administration were responsible for their job and they discharge their duty. In relation to this around 8 (16.66%) of female respondents support the ideas. Similarly around 57 (30.82%) of both male and female respondents were agreed on the service provider employees in administration. But 59 (43.06%) of male respondents disagree on the service provider employees in the woreda administration. Concurrently, about 14 (29.16%) of female respondents disagree the service provider employees responsibility in performing their job and discharging their duties.

So the data shows that in the woreda administration service providers were not transparent and hardly responsible for their office and there should be following up by the administrator and responsible body to discharge their duties.

In addition to the above point about 40 (21.63%) of male and female respondent were strongly disagree on the service provider employee's responsibility in their job and discharging their duties.

3.4.2. Political Organs and their Appointment in Woreda Administration.

Within the democratic system, local officials may be either popularly elected or appointed by higher-level elected officials (Treisman, 2006). On this issue, data from the field study show that, the governance and administrative structure of Awabel Woreda Administrative consists of a council, an executive committee, sector offices, judiciary and large group of permanent employees. The woreda council members are elected directly by the people from among the woreda residents. They are accountable to the people by whom they are elected, and to the executive committee of the Zonal Administration, and through it to the executive committee of the region.

The Administrative Council whose members are also called cabinet, they are executive committee elected among the members of the Woreda Council and heading the department of woreda administration such as Education, Health, and Capacity Building, Agriculture and Rural Development, Finance and Economic Development etc. They work on full time basis, and they have duties to ensure laws enacted by woreda council, regional council and federal state organs.

Concerning their appointment, an interview held with Dawite political representative of Amhara National Party of EPRDF in Awabel woreda said that once the chairman of the cabinet or the chief administrator of Awabel Woreda Administrative were elected among members of the Woreda Council, the rest of the cabinet members are elected and appointed via their submission of the chief administrator's proposal by looking the performance and comment which got from 1 to 5 arrangement in their respective sector office. However, the members of focus group discussion argue that they are not comfortable with the appointment of cabinet or head of departments and sector offices. They disclose that in case of appointment of the cabinet and sector officers they did not make any kind of discussion with the public. The following table

shows results which got from questionnaires on transparency and accountability of appointment of cabinet.

Table3.4.2. APPOINTMENT OF CABINET IS TRANSPARENT AND BASED ON ACCOUNTABILITY

Response	Respondent categories				Total	Percentage
	Male	Percentage	Female	Percentage		
Strongly agree	3	2.18	2	4.16	5	2.70
Agree	15	10.94	6	12.5	21	11.35
Disagree	60	43.79	20	41.66	80	43.24
Strongly disagree	59	43.06	20	41.66	79	42.70
Total	137	100	48	100	185	100

Source: survey 2014

Table 3.4.2 above presents the level of agreement or disagreement to the statement appointment of cabinet or head of departments or sector offices is transparent 80 (43.24%) and 79 (42.70%) of the respondents were replying as disagree and strongly disagree on transparency and accountability of the appointment of the cabinet respectively, and 5 (2.70%), and 21 (11.35%) of the respondents replied as strongly agree and agree respectively.

When the responses of the respondents were combined in such way that strongly agree and agree shows positive opinion on the question and strongly disagree and disagree shows negative impression, it is also observed that, 159 (86%) of the respondents have negative impression on the issue, and 26 (14%) of them had positive opinion. This shows that, when we combine strongly disagree and disagree, to reflects negative comment, and strongly agree and agree for positive comment, the negative comment, outweighs the positive one.

In addition, for open ended questions sample household respondents are required to state about the factors that hinder the administration's good governance practice, the majority of respondents' state that appointment of head of departments at woreda level and sector level is not fair and transparent. Rather, it is based on relationship than merit. Therefore, both survey data

and focus group discussions show that the appointment of cabinet is not free from relationship; it is based on nepotism and corruption though it is procedurally true.

As mentioned earlier, in the woreda, there is no transparency or open discussion on issues affecting the communities. It is observed that there are no information flows between different communities due to fear and suspicion. As it is also indicated above, the communities are not participating in identification of problems, prioritizing and planning. Lack of transparency therefore, prohibits the people from demanding their rights and working on activities that they are accountable for. This blocks the society from making the representatives responsible for their deeds and actions as well. This also has a negative implication on monitoring and evaluation of the society's resources which might give way for corruption and misappropriation of scarce resources.

3.4.3. Transparency and Accountability of Municipal Office

This focuses on the speediness of the municipal office in giving service for service users.

Table 3.4.3: WOREDA MUNICIPAL ARE GIVING QUICK SERVICE FOR SERVICE USERS

Response	Respondent categories				Total	Percentage
	Male	Percentage	Female	Percentage		
Strongly agree	5	3.64	3	6.25	8	4.32
Agree	15	10.94	6	12.5	21	11.35
Disagree	60	43.79	22	45.83	82	44.32
Strongly disagree	57	41.60	17	35.41	74	38.37
Total	137	100	48	100	185	100

Source: survey result 2014

From the above table we can see that the agreement and disagreement opinions of both male and female on this question are weighed, 60 (43.79%) of male and with equal proportion 22 (45.83%) of female reflected their disagreement. In relation to this 57 (41.60%) of male respondents and 17 (35.41%) of female respondent strongly disagree on the speediness of the municipal office in giving service for service user, whereas 5 (3.64%) of male, 3 (6.25%) of

female and 15 (10.94%) of male and 6 (12.5%) of female respondents strongly agree and agree on the speediness of the service provider in giving quick service for customers respectively.

When the responses of the respondents were combined in such way that strongly agree and agree will show positive opinion on the question and strongly disagree and disagree will show negative impression, it is also observed that , 156 (84.32%) of the respondents have negative impression on the issue, and 29 (15.67%) of them had positive opinion. This shows that, when we combine strongly disagree and disagree, to reflects negative comment, and strongly agree and agree for positive comment, the negative comment, outweighs highly the positive one. This shows that the municipal office is one of the institution by which the employees were not willing to give service to the public transparently.

In addition, for open ended questions that respondents are required to state about the problem that hinder the municipal office good governance practice, the majority of respondents state that appointment of head of the municipal are not for a long period of time i.e. the management body of the municipal office were stay in his/her position at maximum for one year and it is a big problem for continuity of issues. In relation to this an interview with Dessie (the current manager of municipal office) argued that officials not stay for a long period of time due to the complicity of the office and he added it is one of the worst office in the woreda which corruption spread and risky for social and personal life of the manager.

In supporting this idea data get from focus group discussion strengthen that it is the institution for some official and rich section of the society. This office did nothing for the town and for the woreda rather it is the means for official as a source of wealth.

Generally some of the problems in municipal office were:

- ✓ There is no information flow and transparency in what is going on and the absence of complaint mechanisms
- ✓ Inefficient utilization of resources.
- ✓ It is observed that there is deviation from what is planned and what is being implemented

Table 3.4.3.1: FREE FLOW INFORMATION BY ADMINISTRATION OR DIRECTLY ACCESSIBLE TO THOSE WHO WILL BE AFFECTED BY SUCH DECISIONS OR ENFORCEMENT

Response	Respondent categories				Total	Percentage
	Male	Percentage	Female	Percentage		
Strongly agree	3	2.18	4	8.33	7	3.78
Agree	27	19.70	13	27.08	40	21.62
Disagree	63	45.98	19	39.58	82	44.32
Strongly disagree	44	32.11	12	25	56	30.27
Total	137	100	48	100	185	100

Source Survey data 2014

As we can see from the above table the favorable and unfavorable opinions of both male and female on this question are weighed, 30 (21.88%) of male and 17 (35.41%) of female reflected favorable opinions, where as 107 (78.09%) of male respondents and 31 (64.58%) of female respondent said that they have negative attitude towards the flow of information freely or directly accessibility to the public.

Based on the combined responses of male and female, 138 (74.59%) of total respondents do not have an agreement on the issue, where as 47(25.40%) of the total respondents expressed their agreement on the question. This implies that, the woreda administrations are not transparent in reaching the information to the public which play a vital role to have access information about the woreda administration activities and accountability.

Furthermore, displaying their budgets publicly is one of the activities expected in enhancing transparency. In this regard, survey data also confirm public office's ability to post their budget. Table 3.4.3.2 below shows that both categories of respondents agree on the statement that woreda administrations budget is posted in public office. On this statement, the combined 43 (23.24%) of the respondents stated their agreement with the statement while, the combined majority 142 (76.75%) of the respondents stated their disagreement, and hence, posting budget in public office is found to be weak which also affirms financial transparency of the administrative is not open to the public.

Table 3.4.3.2: THE BUDGET IS PUBLICLY POSTED BY THE ADMINISTRATION

Response	Respondent categories				Total	percentage
	Male	Percentage	Female	Percentage		
Strongly agree	3	2.18	2	4.16	5	2.70
Agree	31	22.62	7	14.58	38	20.54
Disagree	57	41.60	25	52.08	82	44.32
Strongly disagree	46	33.57	14	29.16	60	32.43
Total	137	100	48	100	185	100

Source: survey 2014

Interview conducted with Shegaw administrative office head argue that woreda administration takes inputs from the community for planning and budget. When we see the reality on the ground kebele leaders in woreda work out the kebeles plans and send them to the woreda. The plans are consolidated by the woreda administration and are then sent to regions. It should be noted here that the communities don't participate in setting priorities. Hence, transparency and accountability were lacking.

Most of the households want to have an understanding of administration activities, policies and budgets. In a system of governance that is characterized by transparency, information is expected to be freely available and directly accessible to those affected by such decisions. The administrations decisions are not enforced in a manner that follows specified rules and regulations. The decisions are not vividly observable for the residents of the town. The tradition of sharing public information in a systematic or formal manner is not well developed.

However, there are some positive developments on access to information for the public. The researcher observed a quarterly financial statement of woreda that are posted within their premises. And starting from 11 AM– 12:30 PM local time the woreda communicative office announce some progress which is done in the woreda by microphone even if it is not hear by all residents since it is fixed in one center.

3.5. Community Participation

Participation is one of the key elements of good governance. It is the extent to which actors are involved in decision making process. Participation could be direct or through legitimate representation. The voice of citizens is particularly important in all aspects of zonal administration and residents should provide inputs. Members of the community need to understand zonal administrations extensive mission, how formal authority is shared and the scope and form of their involvement in governances (Shah 1997 cited in Henok 2007:24)

Shegaw, (Administrative office head of the Awabel Woreda) stated that, Participation of state and non state actors in policy process are considered to be good and there is a mechanism in woreda administration through which farmers association, youth association, females association, private sectors representatives and civil servants can participate in the decision making. It is also found out that though the local actors participate in local government decision to a certain degree, they are involved as pressure group but they are abstaining in decision making and the final sayings or decisions are made by council members.

The opinions of female and male respondents regarding participation of different actors are not similar to that of the above interviewee. Based on the data from the opinion survey (table 3.5.1), about 78 (42.16%) of total respondents express their disagreement on the participation of local actors, and equal proportion of 56 (30.27%) of the total respondents said strongly disagree, but only 6 (3.24%) and 45 (24.32%) of the total respondents have the opinion of strongly agree and agree respectively. If strongly disagree and disagree responses are combined to reflect respondents' negative opinion, and strongly agree and agree to reflect positive opinion, the negative opinion of respondents' offset the positive opinion. In relation to this, an interview conducted with Asrat who was leader of Michael idir and Asnake who is the chairman of Awabel woreda youth association both argued that in Awabel woreda there are meetings with administration but almost all meetings were closed by discussing what the top administrators were supposed to discuss. The communities were actively provided inputs for the administrators and for all concerned body and administration made promise but not practice. The following figure shows the percentage of the combined response of female and male.

Figure 3.2. COMMUNITY PARTICIPATION ON WOREDA ADMINISTRATION



From the above figure 3.2 we can understand that about 133 (72%) and 52 (28%) of the respondents were of the negative and positive opinion respectively. This implies that woreda administration did not develop well mechanism to participate CSO's and democratic association such as trade union, youth association, female association and private sectors in woreda wide policy decision and budget approval.

Table 3.5.1: COMMUNITY PARTICIPATE IN THE DECISION MAKING PROCESS OF THE ADMINISTRATION

Response	Respondent categories				Total	Percentage
	Male	Percentage	Female	Percentage		
Strongly agree	3	2.18	3	6.25	51	27.56
Agree	35	25.54	10	20.83		
Disagree	58	42.33	20	41.66	134	72.44
Strongly disagree	41	29.92	15	31.25		
Total	137	100	48	100	185	100

Source: survey 2014

Another indicator of participation is the government's ability to receive inputs from the environments (public) and incorporate in its decision. In these regard, effort made to get information on this issue through focus group discussion shows that community participation is either not adequate or completely absent. They argue that people or beneficiaries are not asked to legitimize or ratify projects identified and formulated by the government. They also said that people must be consulted from the beginning, and they should actively participate in the planning and management of the project. As result, they do not think a certain project as public ownership, rather they sense as government ownership by segregating public from the government. This is due to lack of involving the community from the scratch of planning up to implementing and monitoring the project.

The real aspect of participation based on local officials understanding is community's contribution in terms of free labor, local material and work done with this free labor than asking them to give input for policy making.

This data show that the Woreda Administration ability to receive information from public before enacting decisions is found to be low which again reflects top down approach of planning. Due to this the decisions made by woreda administration and the Council are far from reflecting the needs of citizens. Decisions of any kind must be made based on the information at hand. Managers and administrators try to receive information from the environment and incorporate it from their decision. However, the above data shows less level in receiving information from public to make decisions which reflect top -down approach of planning and decision.

Study conducted by Meskerem (2007) argues this idea the communities at Woreda level are not fully participating in the development of their own vicinity. They are not fully informed of what the Woreda Administration is planning or doing rather in some places they watch all the development endeavors of the woreda. Administrators often notify the communities regarding the plans developed in offices without consulting them during the planning process. They call upon the people to ask them to contribute in terms of labor, local materials or cash to implement the woreda's plan. Due to this situation, even if the government calls meetings they are not ready to participate in discussions. In addition, sometimes people might not attend the meetings because of the biased idea that the government will not consider their opinions. They prefer to

keep quiet particularly for issues related to politics and governance. Some of the reasons for not participating fully could be not giving quick response by the representatives for most pressing issues like construction of low volume road construction, water supply, electricity, tied bureaucracy etc. In this case, if the representatives have informed the communities that there was shortage of funding, they would have understood the situation. In relation to this focus group discussion respondent implicate that in relation to contributing their money for low volume road construction the society specifically the merchants were contribute two times within two years but up to now there is only a promise but not practice by the woreda administration and municipal office.

An interview conducted with Shegaw (the woreda administrative office head) on the other hand, stated the idea that the main problem of under development in the area could be due to the existence of large numbers tax invader merchants, rent seeker officials and lack of awareness about the challenges of corruption on the side of the communities were some of the challenges to the development of the areas. Hence, trying to change the attitudes of the community about the disadvantage of corruption through woreda communication office and justice office will be conducted with great effort to reach in each community member. However, the communities argue that they have sufficient time for work together with the woreda administration if they have the motive and commitment to help the community.

Public participation on development activities or other administrative issues either individually or in group, explicitly or implicitly is the key to maintain and promote good governance. In this regard, one informant from communication office mentioned that their participation did not proceed along the stages of planning, implementing, evaluating and assessing the results of their discussion. Focus group discussion argued that there are not any institutional mechanisms that allow the people to supervise and evaluate the concerned authorities regarding the proper implementation of plans. It is not exaggeration to say that the civil servants are not invited to generate new ideas or suggest their opinions on issues that are pre-determined by woreda higher official. Rather, those who ask questions and raise different ideas or provide options were either marginalized or considered as political opponents. These shows the idea of free and competent participation left.

3.6. The Prevalence of Rule of Law in Woreda Court

It is understandable that the existence of properly set rule of law is a backbone to effective functioning of a country. Good governance, democracy and protection of human rights could only be reached if and only if independent and effective judiciary system along with skilled manpower; law makers, judges and police forces are put in place.

3.6.1. Transparency of the Court

Transparency allows people (including deprived) to gather information critical to reveal abuses and defend their interests; to take advantage of opportunity, access services, exercise their rights. Decisions need evidence which is logical for all stake holders. Court decision should be on logical evidence to get trust from the users. Hence, respondents were providing their view in table 3.6.1 below.

TABLE 3.6.1: COURT DECISIONS ARE MADE BASED ON CONVINCING EVIDENCE

Response	Respondent categories				Total	Percentage
	Male	Percentage	Female	Percentage		
Strongly agree	6	4.37	5	10.41	75	40.54
Agree	49	35.76	15	31.25		
Disagree	60	43.79	20	41.66	110	59.46
Strongly disagree	22	16.05	8	16.66		
Total	137	100	48	100	185	100

Source: survey 2014

An estimate of 75 (40.54%) respondents perceived that court decisions were made based on convincing evidence. But about 110 (59.46%) of the participants of the study also reported court decisions were not made based on convincing evidence. When this question was evaluated in terms of gender mainstream about 6 (4.37%) and 49 (35.76%) of male respondents strongly agree and agree respectively which support that court decisions were made based on convincing evidence. In relation to this about 5 (10.41%) and 15 (31.25%) of female respondents support the male respondents. But around 60 (43.79%) and 22 (16.05%) of male respondents disagree and

strongly disagree on it. And around 20 (41.66%) and 8 (16.66%) of female respondents were also support to the male idea i.e. strongly disagree and disagree respectively. In relation to this woreda justice office report show that in 2013/14 there were six cases which seen by the woreda court and the court decided they are free and the prosecutor of the woreda took the cases to East Gojam Zone High Court and the high court sees all of the six cases and pass decision on four of them based on their crime and the rest two case were free (Woreda Justice Office, 2014).

When the responses of the respondents were combined in such way that strongly agree and agree will show positive opinion on the question and strongly disagree and disagree will show negative impression, it is also observed that, 82 (59.84%) of male and 28 (58.32%) of female respondents had negative ideas about the decision court based on convincing evidence whereas 55 (40.14%) of male and 20 (41.66%) of female respondents had a positive opinion on the decision of the court on convincing evidence.

Table 3.6.2 below focuses on speediness of the court in making of investigation for appropriate decision.

TABLE 3.6.2: TRIAL PROCESS OF THE COURT IN TERMS OF TIME

Response	Respondent categories				Total	Percentage
	Male	Percentage	Female	Percentage		
Strongly agree	19	13.86	6	12.5	75	40.54
Agree	42	30.65	8	16.66		
Disagree	53	38.68	22	45.83	110	59.46
Strongly disagree	23	16.78	12	25		
Total	137	100	48	100	185	100

Source: survey 2014

Relating to the trial process of the court about 19 (13.86%) male and 6 (12.5%) female strongly agree on the trial process of the court. In relation to this 42 (30.65%) of male and 8 (16.66%) of female respondents were agree on the speediness of the trial process of the court. Whereas 53 (38.68%) of male and 22 (45.83%) of female were disagree. In supporting this idea 23 (16.78%) and 12 (25%) of male and female respondents were strongly disagree on the trial process of the

court respectively. Hence, the study result shows about 110 (59.46%) responded were not satisfied by the trial process of the court and 75 (40.54%) of respondents had a positive idea on the speediness of the trial process.

However, the researchers understand from group discussion and some key informants there is good progress in the case of court in the trial process and some of them argued that in Awabel worda justice office including police and court were show a good progress in practicing the rule of law in the town when it compared with municipal and administrative office.

In table 3.6.3 below, there are criminal and civil cases which are recorded in the court. There are civil and criminal related cases starting from 2000-2005.

TABLE 3.6.3: CIVIL AND CRIMINAL CASES FROM 2000-2005 E.C IN THE WOREDA COURT

Year	Type of cases	Pending cases	Newly opened cases	Total	Dead cases	Pending cases
2000	Civil case	100	2334	2434	2283	151
	Criminal case	40	697	737	724	13
2001	Civil case	151	2545	2696	2558	138
	Criminal case	13	819	832	822	10
2002	Civil case	138	2267	2405	2319	86
	Criminal case	10	870	880	880	-
2003	Civil case	86	2416	2502	2496	6
	Criminal case	-	466	466	464	2
2004	Civil case	6	3283	3289	3262	27
	Criminal case	2	567	569	565	4
2005	Civil case	27	3443	3470	3463	7
	Criminal case	4	594	598	597	1

Source: worda court

There were hardly many pending cases as already stated in the table 3.6.3 above. In 2000 there were 164 cases from total of 3171 cases which were pending cases in that year and transferred to

next year. Therefore speedy service delivery of the court accounts for about of 94.82% in 2000 Ethiopian year. When it compared with recent happenings i.e. 2005 E.C about 4068 criminal and civil cases were recorded and only 8 cases were pending and transferred to 2006 E.C. Therefore, prompt response reaches around 99.8%. This indicates that there is a progressive change in speedy service delivery of the court when one goes from 2000 to 2005 E.C. But within a year there were many cases which were delayed for many months. Consequently it is impossible to boldly conclude that the court service delivery reaches 99.8%. "Justice delayed is justice denied" is a good proverb that directly reflects responsiveness. Therefore, no one can feel comfort when decisions are not on the given time frame.

Table 3.6.4 COURT DECISIONS ARE FREE FROM BIAS

Response	Respondent categories				Total	Percentage
	Male	Percentage	Female	Percentage		
Strongly agree	6	4.37	4	8.33	81	43.8
Agree	54	39.41	17	35.41		
Disagree	48	35.03	20	41.66	104	56.2
Strongly disagree	29	21.16	7	14.58		
Total	137	100	48	100	185	100

Source: survey 2014

From the above table we can see that the court decision were free from bias in the level of agreement or disagreement. Based on this 6 (4.37%), 54 (39.41%) of male and 4 (8.33%) and 17(35.41%) of female respondents were replying as strongly agree and agree on the decision of court free from bias respectively. Whereas, 48 (35.03%), 29 (21.16%) of male and 20 (41.66%), 7 (14.58%) of female respondents were replying as disagree and strongly disagree on the openness of the court on decision making process.

When the responses of sample households were combined in such way that strongly agree and agree will show positive opinion on the question and strongly disagree and disagree will show negative impression, it is also observed that, 104 (56.2%) of the respondents have negative impression on the issue, and 81 (43.8%) of them had positive opinion. This shows that, when we

combine strongly disagree and disagree, to reflects negative comment, and strongly agree and agree for positive comment, the negative comment, outweighs the positive one. In relation to this an interview conducted with Habtie (woreda court judge) said that in the past two years we made a progressive change on decision making which is free from bias. But, sometimes because of discretionary power of judges and lied witness some decision may be biased. He explains that in the woreda there is excessive lied witness were seen and it had a negative impact on the trial process. This must be overcome by giving public legal education for the society and aware about how it is bad and leads to unjust decision and it is also crime by itself giving false information when they were came in court as witness to benefit offenders.

Table3.6.5. NUMBER AND QUALIFICATION OF STAFFS IN JUSTICE ADMINISTRATION, JUSTICE, POLICE, AND COURT SECTORS

			Educational level						Total
			1 up to 4	5 up to 8	9 up to 12	certificate	Diploma	Degree and above	
police	Sex	Male	1	3	38	5	8	-	55
		Female	-	-	4	2	4	-	10
	Total		1	3	42	7	12	-	65
Court	Sex	Male					4	1	5
		Female			-		4	-	4
	Total						8	1	9

Source: Woreda Capacity Document

Hence, concerning the number of staffs and their qualification around (1.35%) degree holders. From both sectors, around 20 (27%) are diploma holders and around 7 (9.45%) are certificate and around 42(56.75%) are at 9-12 educational level. The largest percentage of staffs therefore lies in between diploma and grade 9-12. Only 1(1.35%) degree holders is in the court. Vibhute (2009), in his study of justice system in Ethiopia reported that there were insufficient number of

qualified judges and public prosecutors, outdated and inefficient methods and procedures of the justice delivery system, lack of clarity and coherence in the existing laws, lack of access to justice information, and lack of sufficient number of institutions of legal education and their inability to produce the required number of professionals

So from the above five table and from open-ended questions major challenges that hinder the practice of good governance in Awabel woreda we can argued that rule of law at the Woreda level were not well practiced. In relation to this Meskerem (2007) in his article entitled status of local good governance in Ethiopia argue that there are courts though which is not fully equipped with sufficient number of skilled manpower to serve the population to the required quality compared to the number of cases received.

Regarding the police force in the Woredas and Kebeles, they are few in number and the necessary equipment to work with is not in place. This hinders them from carrying out their responsibilities fully. Due to lack of budget for transporting those hurt the police are facing problems and cannot particularly help those that need the help most (the poorest of the poor) in kebeles. On the other hand, those that are better-off financially however, cover their own costs (Meskerem, 2007).

There are also local militias assigned to assist the police that are elected by communities. Their main duty is preventing people living in communities from committing crimes though they have no mandate to arrest or detain individuals.

Due to the shortage of the required and skilled manpower in the judiciary system, dependency on each other; kebele social court on Woreda court and Woreda courts on regional courts seems inevitable negating the devolution of power.

3.7. Challenges of Good Governance in Selected Institution in Awabel Woreda

Good governance also requires that institutions and process try to serve all stakeholders within reasonable time frame. It is the ability of public management to give due concern to the needs and interests of its constituent.

3.7.1. Woreda Administration Problems

The Awabel woreda administrative office head also confirms that there are a number of questions that the public raised. For example, a question of water supply, electric city and road are the main issues. He said we are trying our best and sometimes some issues are beyond woreda administration capacity cannot make a decision on this kind of questions and such questions are handled over to regional government.

Open ended question on good governance challenge in woreda administration office respondents argued that a discussion on good governance issue had been held one up to two times per year. But the major public problems such as road, water supply, electricity and giving of quick response from civil servants which were discussed in the meeting were not solved. According to the service providers idea there was an interesting discussion with the people in approving of semiannual and annual plan of their Kebele, in selecting of patriots of development and in developing awareness on growth and transformation plan and business processing reengineering. Service users had not negated the service provider's idea. But the discussions were not in line with service user's expectations and crucial problems raised in the discussion were also handled for formality only. Furthermore, those that are active and engaged do so mostly through meetings and tend to have a more favorable and 'empowered' view of citizens' ability to effect change. Focus group respondents also agreed that in the woreda administrative there is a wide range of prevalence of rent seekers and disagreement among the woreda cabinet themselves. The leaders are self-interested. They strengthen their idea with the local proverb (*SESHOM YALEBELA SESHARE YEKOCHEWAL*) which means most of the Kebele administrator and different officer in the woreda were rent seekers when they were in position. In supporting this idea there were around 18 hector land were taken by Kebele administration from this only 8 hector were turned back by the woreda administration (Awabel woreda administration, 2014). The solution of the focus group participants were formulating a smart policy cannot be an end in itself and serves for a short run only. The only thing is practicing it in the ground. For this to happen an intensive and extensive effort should make to find out the rent seekers. Lines of transparency and accountability should be also strong. Furthermore, the result that was obtained from the open ended questions shows a direction in evaluating the condition of governance in the woreda. They

had been elaborating their view regarding to any exemplary effort that was made by the woreda administration to enhance sound governance.

Generally, most of the respondents had negative response to the effort of the woreda towards good governance. When they explain their view they said that:

- Weak interaction between people and leaders.
- Discrimination between rich and poor- whenever you want to get something, you have to commit an illegal action that is corruption. Therefore, the rich can afford to pay it not the poor. Therefore, justice is unable to reach at the door of the poor. Only the affluent or the well to do individuals have been getting their need by giving of corruption was their idea.
- Absence of checking and controlling mechanisms.
- Lack of speedy response- many young people of the woreda had organized themselves to participate cooperatively in alleviating their poverty in particular and to improve their country's economic status in general. However, they could not get adequate support from the concerned woreda administrators to pursue their plan. According to the grouped youngsters view on the side of them everything had been completed to start. But the concerned woreda administrators were not encouraging us to practice it. These cooperatives had been getting training in the region pertaining of their project. But they viewed the encouragement that was made by the region was so satisfactory but it becomes a hopeless in the woreda and Kebele level. According to them the woreda and Kebele wrongly interpreted the instruction disseminated from above.
- Policy implementers do not understand what they are going to implement. Administrators and development agents have not been consonant among each other. The development agents have been served as messengers of the administrators without knowing the message of their task.
- Lack of participatory planning due to the exclusion of the communities right from the design stage of planning up to implementation which otherwise could have inculcated ownership of the programs and projects.

3.7.2. Municipal Office Problems

In relation to the above idea open ended question results shows the level of corruption in municipal office is high, they justify their reason as follows.

- Lack of strong system of administration i.e. the link between woreda administration and communities were very weak
- Municipal staff and leader lack knowledge, competence and skill - policies and strategies that flows from above are good but change can never exist in the absence of knowledgeable and skilled individuals.
- Since they are under paid worker they can try to get some benefit through corruption.
- There is no strong controlling mechanism by the woreda leaders. Even if the Kebele administrators are entrusted to Prepare detailed implementation programs for social and economic programs issued by higher-level authorities and Carry out plans and directives issued by the Woreda council and its executive committee but weak controlling mechanism from the woreda.
- They consume so many times to complete a single case. So this leads to unnecessary cost and wastage of time.
- Kebele leader and political party member. The scope of corruption can be petty and grand corruption. In supporting this idea the woreda good governance command post report shows that there are around 788 hector of rural and urban land among this 78 hector were taken by 314 political party member people and 18 hector were taken by 88 kebele administrator (Awabel woreda administration, 2014).
- A government also supports them. Because when a leader of a woreda distrusted of corruption and lose an acceptance from the people he/she can only change to the other woreda or other office. But he/she cannot resign from his position.

3.7.3. Court Problem

The focus group discussion and open ended question results shows the problems of the court were mostly in creating awareness for the society. Key informant from justice office and court both argued that in woreda court human power were not well educated almost all of them

diploma and only one judge were degree holder and it creates gape on the decision making of the judge.

However, there are some positive developments in relation to controlling peace in the town. Key informants from youth association, idir and justice office argued that the woreda justice office and police office were achieved a good progress in prevailing of stability in the town which is a humble for the town in the previous period specifically in relation to thief and fight.

Finally the respondents were also discriminating the main areas of corruption in woreda administration. These were:

- Woreda administration
- Municipality and trade and industry
- Land administration

Generally there is a symmetrical relationship between good governance and corruption; good governance curbs corruption in the same way that the disappearance of corruption in a polity enhances good governance (ECA, 2002). Good governance must be effective and equitable in order to promote the rule of law. Indeed, transparency and accountability are two key elements to combat corruption (UNDP, 1997). So to avoid corruption there must be transparency and accountability of public official. Good governance is not a new thing it is being white paper.

3.8. Opportunities of Practicing Local Good Governance

3.8.1. Major Policies that Influence Local Governance

Policies and strategies have been formulated to facilitate the devolution of power down to the lowest units of government. Some of the most important documents that elaborate the decentralization process/devolution of power are:

- **The Constitution of the Country**

The country's constitution that was adopted in 1994 clearly indicates that rule of law will be respected and that development at each level of government (federal, regional, zonal and

woreda/district) will be guaranteed. While trying to achieve development, it is indicated that the rights of citizens would be respected.

Functions of government at all levels shall be transparent and officials shall be accountable to the people. If these are not fulfilled by elected representatives or officials they shall be questioned and proper action will be taken.

It is reflected that adequate power/devolution shall be granted to the woredas as center of development so that the communities participate in the development of their vicinity. For the details on the state powers refer to the constitution.

- **Growth and Transformation Plan (GTP)**

GTP reflects that good governance is the key combat corruption. The mechanism for fighting corruption was by enhancing transparency and accountability. Good governance initiative will be supported by information technology and expansion of civic education. And the public service delivery system will be modernized by efficient, fair and transparent service delivery.

- **Agricultural Development Led Industrialization (ADLI)**

PASDEP, reflects that the ADLI strategy will be pursued focusing on the private initiative of farmers and shift to diversification and commercialization of agriculture. To implement this strategy, the government will give support to the democratization process and to Woreda/district level capacity building.

- **Decentralization**

There were two generations of decentralization of power in Ethiopia. The first was decentralization of powers and functions of the state to autonomous regional governments while the second generation involves shifting decision-making closer to the people at the woreda level in a more comprehensive and concerted program know as District level decentralization program. This paper deals with the second generation decentralization.

Devolution of power to the regional governments and woredas in implementing the economic policies and development programs would continue by assessing the needs and providing capacity building trainings at the lowest level. To strengthen the woreda's resource base, regions are sending block grants to woredas so that they will be able to decide on expenditures for priority areas.

CHAPTER FOUR

CONCLUSION, SUMMARY OF FINDINGS AND RECOMMENDATION

4.1.CONCLUSIONS

In chapter three a detailed explanation of each indicator was undertaken. All of the conclusions were made based on the results obtained from data analysis and discussion as in chapter three.

The conclusions on the local governance of Awabel Woreda in Lumame Town were as below:

- The level of local governance in the town was found to be fairly poor. This implies lack of network and cooperation between the administration and other stake holders in the society such as civil society organizations, private business sector, and other governmental organizations.
- Direct accountability to the public was very low. This was due to absence of information to the public scrutiny and failure of the administration to allow the society to involve in examining and improving its overall performance.
- The level of participation was poor interims of information, consultation, involvement, collaboration and empowerment. The society has a good potential for participation due to the presence of awareness and interest for participation in the society.
- The practice of corruption and discrimination in time of providing service specifically in municipal office were highly prevailing.

4.2. SUMMARY OF FINDINGS

Respondents were asked to provide their understanding on the main challenges of governance in their woreda in general and on the selected public institutions such as woreda court, social court and land administration offices. Hence, questions were forwarded to the respondents to determine citizens' perception of the following issues:

- Their perception on transparency and accountability of the selected public institutions
- Their satisfaction on the service of these institutions
- Accessibility of information from these public institutions
- Accountability and transparency of the selected public institutions to the local people
- The practice of rule of law in the selected public institutions

The daunting challenges that undermine transparency of these selected institutions. The respondents had brought their perception on the responsiveness and transparency of the processes, decisions, information flow, timeliness and actions and performances of the woreda administration, municipal office and court. As majority of the respondent's point of view the legal court actions and their decisions have been a little bit open to the public and the rules and regulations of court are also relatively clear and precise as compared with woreda administration and municipal office. In line with openness, providing solutions to the public complaints in a clear way is the most important. The decision of the court lacks transparency in time of passing decision. The office is incapable and incapacitated to disseminate information concerning effective land administration. In line to this what respondents strongly condemned was the discrimination and corruption made by the court. Justice is on the side of the rich and the poor are very vulnerable to lack of justice. Consequently; Crime committed and the punishments for a crime are unbalanced. More to the point, discrimination and corruption had also compared in the three institutions. Hence, the finding indicates that corruption is more frequent and difficult in municipal office because of municipal office yet has not well organized in its structure and officials are not well paid and consequently encouraged to conduct corruption. Moreover, lack of knowledge and confidence, low awareness of law and intervention beyond their jurisdiction and delay in taking of action has been the major problems in municipal office that causes corruption.

A discussion pertaining good governance issue had been held in the woreda. But it was made sometimes and issues or complaints raised in the conference were left without effect and they had been handled for formality only. An important issue that needs a speedy response is not addressed from the part of the woreda administrators. This can lead service users to give a lesser value for any woreda or kebele initiated discussion. The main challenges of responsiveness and transparency and accountability have been capacity or competence, skill and knowledge, corruption, and discrimination. Respondents at the highest educational level had lack a confidence on the capacity, knowledge and skill of both the woreda and kebele leaders than the illiterate and those at the lower educational level.

Marito and Andrew (2008), in their study argued that many woredas lack skilled personnel since administrative and technical posts created to handle administrative responsibilities have not been fully filled or have been filled by untrained personnel with limited capacity. Similar to this,

Zemelak (2009) asserted that the most difficult challenge for Ethiopian local government is capacity since the local government institutions of the country have acute shortage of qualified man power.

The other factors that impede good governance in the woreda that commonly shared among the selected institutions were:

- ✚ Lack of speedy response to the society articulated problems
- ✚ Leaders have political competence but not have administrative skill and knowledge.
- ✚ Weredas are not fully implementing policies directed from the regional government
- ✚ Absence of strong controlling mechanism to the actions and decisions of the kebele leaders.
- ✚ High level of corruption and discrimination. Particularly discrimination between rich and poor
- ✚ Weak interaction and relationship between people and leaders.
- ✚ lack of strong system of administration

4.3. RECOMMENDATION

The selected public institutions (woreda court, municipal and woreda administration office) have challenges that precludes from becoming transparent, accountable and responsive to their stake holders were most of the challenges commonly shared by these institutions

The researcher had provided possible solutions based on the findings of the study. Hence, each office has its own implication based on the challenges that it had been faced. In spite of the fact that a fairly positive governance had been observed in the woreda court when it is compared with the other selected institutions the researcher suggested the following points by making a constant reference the participants view.

- Empowering the capacity of judges by giving of long and short term training that helps them for providing consistent, transparent and proportional decision. Moreover, lack of human power has been observed in the court. This was the main thing for the delay of justice in the woreda. Henceforth, adequate and outfitted human power should be assigned.

- The court should be equipped with necessary materials that can facilitate the speedy, convincing and open service delivery. For instance, computer, video camera, woreda net service.
- Empowering the knowhow of the people through public legal education. People should be informed about laws and any other important issues that lead to conflict. This should reduce the number of complains and crimes that taken to the court.
- Strengthen of social court and establishing chain of accountability and transparency of this institution

According the opinion of the respondent's difficulties had been also observed in Municipal office. Hence, the researcher recommends feasible solutions that can minimize the daunting challenges that have been going on in municipal office in the study woreda. These are:

- Maintaining skilled and knowledgeable staff through leadership, training, development and commitment to continuous improvement in the delivery of services. That is, empowering the capacity of the municipal staffs by providing short and long term trainings.
- Establishment of local control mechanisms and the introduction of sanctions for rent seekers misusing their authority for their own profit.

In this part of the thesis solutions were made with the intention to improve local governance in the administration of Awabel Woreda.

The recommendations were forwarded with the hope that the administration will take it in to account.

- The administration should facilitate the conditions that can foster its interaction and cooperation with various stake holders in the society. This can be done by providing various opportunities that promotes communications and working in collaboration to solve common problems of the society. Policy makers should follow bottom up approach in order to account for the problems and interest of the society.
- It is necessary to develop mechanisms through which services can be provided with in a short period of time and fast complaint handling can be achieved. As long as possible it is

necessary to receive feedback of the society in every aspect of the administration's activity. This can be done through citizen report card or by establishing common suggestion box.

- To improve direct accountability to the public, the administration should allow and invite various members of the society to examine and improve its performance. This can be done by disseminating the relevant information to the public and improving the spectrum of participation. Simply information sharing doesn't allow the public to make decisions. The administration has to improve the level of information, consultation, involvement, collaboration and empowerment of the society.
- The administration should develop institutional mechanisms that can enable the public to make direct participation and provide information to the public in the way that can be easily accessible by everyone inexpensively. In addition to these it would more helpful if the administration develop its own web site. It is also necessary to establish organized information center in the administration and strengthen woreda communication office that can facilitate easy accessibility of all information.

Finally, the researcher has provided a general recommendation. That is: limited research had been done on the area of good governance at the national level more specifically on the dimensions of good governance such as transparency, accountability, participation and rule of law. The researcher had made a little progress in assessing of local governance challenges in selected offices such as Woreda Court, Municipal Office and Woreda Administration. The researcher therefore, advises for other researchers who have an interest to conduct their research in lower level administration to give an attention on municipal office and Woreda administration. Because in these offices a great number of service users had observed and at the same time major challenges for service provision had comparatively explored by the researcher. But it needs a further investigation to clearly identify and minimize the challenges of these offices. Hence, this paper can be used for other researchers as a spring board to conduct a further research on a similar field of study.

Good governance is not a black magic; it only requires honesty, responsibility, accountability, patriotism, leadership power and simplicity.

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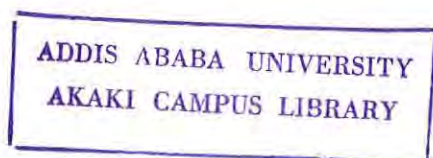
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Appendix A

Survey Questions for community and government employees (civil servant)

Dear sir/Madam

With this questionnaire, the student researcher intends to assess the challenges opportunities of local good Governance in Awabel Woreda in Lumame Town. Since this research has been done for academic purpose, I assure you that all verbal and written responses are confidential.

For genuinely doing so by devoting your time and exerting effort, the student researcher really remains very grateful to you. Meanwhile, he wishes to bring in to your attention that the outcome of this study will highly depend on your sincere and timely response.

Thank you so much in advance for your understanding and cooperation

N.B

- You do not need to write your name
- Please use the back pages if you need more space to answer the open-ended questions.

General instruction: Read the following items and respond to each question by putting a tick mark (✓) to your choice and/or providing a short answer where necessary. Please, do not leave the open ended questions unanswered.

Part 1: Personal information

1.1. Sex

Male ☐ Female ☐

1.2. Age <18 ☐ 18-30 ☐ 31-45 ☐ >45 ☐

1.2. Educational Background

☐ Non literate ☐ 1-4 ☐ 5-8 ☐ 9-12 ☐ Diploma ☐ Degree and above

I. Transparency and accountability

1. The service provider employee's responsible in performing their job and discharging their duties.
A. Strongly agree C. Disagree
B. Agree D. Strongly disagree
2. Information flow free or directly accessible to those who will be affected by such decisions or enforcement.
A. Strongly agree C. Disagree
B. Agree D. Strongly disagree
3. Does the administration's activity on providing the public with regular and clear information about its decisions, achievements, services and budgets.
A. Strongly agree C. Disagree
B. Agree D. Strongly disagree
4. Appointment of executive body (cabinet) is transparent and based on accountability.
A. Strongly agree C. disagree
B. Agree D. Strongly disagree

II. participation

1. The woreda administration mostly call meeting the public to discussing the community problem and give quick solution.
A. Strongly Agree C. Disagree
B. Agree D. Strongly disagree
2. The woreda municipal office are well function their organizational responsibility and they are accountable for their action
A. Strongly agree C. Disagree
B. Agree D. Strongly disagree
3. The administrative provides various opportunities to participate the society and others that are affected by decisions of the administration?
A. Strongly agree C. Disagree
B. Agree D. Strongly disagree

III. Rule of Law

1. The court decision are free from bias
A. Strongly agree C. Disagree
B. agree D. Strongly disagree
2. Do you think court decisions are made based on convincing evidence?
A. Strongly agree C. Disagree
B. Agree D. Strongly disagree
3. The trial process of the court in terms of time is short and quick
A. Strongly agree C. Disagree
B. Agree D. Strongly disagree

3. General questions about Woreda

- 1. What is your suggestion about the weakness and strengths of the administration in relation with good governance?**

- 2. What are the main problems of Municipal in giving quick decision to complaints?**

- 3. What must be done to reduce the lack of good governance in the Town**

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Interview Guide for administrators

Dear Respondent

With this questionnaire, the student researcher intends to assess the current status of Decentralized Governance and Self -Administration at Awabel Woreda. Since this research has been done for academic purpose, I assure you that all verbal and written responses are confidential.

For genuinely doing so by devoting your time and exerting effort, the student researcher really remains very grateful to you. Meanwhile, he wishes to bring in to your attention that the outcome of this study will highly depend on your responsive, Sincere and timely response.

1. Personal data

1.1. Sex

Male ☐ Female ☐

1.2. Educational Background _____

1.3. Year of work experience _____

2. Question related to good governance practice

1. Is there any structure and control mechanisms within the organization contribute to good governance practice?
2. What problems exist in Woreda administration to exercise its right and duties as Specified by Amhara National Regional Constitution? And how do you solve such a Problems?
3. To what extent do you evaluate the administration's performance interms of utilizing its financial and material resources?
4. Who participate in Woreda decision making?
5. Is any effort to enhance legal knowledge of people to prevent them from committing a crime?
6. Is there competency and sufficient of qualified judges?
7. Responsiveness of Local governments.
8. Complainant handling mechanisms.
9. Transparency
- 10.Accountability

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Focus Group Discussion questions

1. The accountability of managers, civil servants in the municipality
2. Community access of information, budget, report and plan of the administration
3. Transparency of the municipal and administrative decision
4. The implementation of policy and strategy
5. Local government accountability and transparency to community
6. Time of participation of the community
7. The existence of mechanism by which the actor will be held accountable for their wrong decisions and actions
8. Fairness of judges on their decision
9. Extent of efforts to enhance legal knowledge of people to prevent them from committing a crime

አዲስ አበባ ዩኒቨርሲቲ

የሀገር ልማት ጥናት ኮሌጅ

ሀገራዊና ክፍለ-ሀገራዊ ትምህርት ክፍል

ለአካባቢ ነዋሪዎች እና ለመንግስት ሰራተኞች የተዘጋጀ መጠይቅ

በዚህ ጥያቄ ጥናቱን የሚያካሂደው ተማሪ በአዋቢ ወረዳ በሉማሜ ከተማ ያሉ የመልካም አስተዳደር ችግሮችን ለመዳሰስ ነው። በመሆኑም ይህ ጥናት ለትምህርት ስለሚውል ማንኛውም በቃል ወይም በፅሁፍ የሚሰጥ ምላሽ በሚሰጥ የሚያዝ ነው።

በመሆኑም እናንተ በምትሰጡት ምላሽ ላይ የተመረከዘ ውጤት ያለው ስራ/ጥናት ለመስራት ያግዘኝ ዘንድ ከምንም ነገር ነፃ ሆነው ያሉትን ችግሮች እና እውነታዎች እንዲመልሱልኝ ሥል ከታላቅ አክብሮት ጋር እጠይቅዎታለሁ።

ስለትብብርዎ ከልብ እመሰግናለሁ!!!

ትኩረት፡

- ስም መግፍ ከልክል ነው።
- ቦታ ካነሳችሁ በጀርባ ያለውን ባዶ ቦታ መጠቀም ይችላሉ።
- ለአንድ ጥያቄ አንድ መልስ ብቻ ያስቀምጡ።

ከዚህ በታች በተዘረዘሩት መጠይቆች መልስ ይሆናል ብለው የሚያስበውን ከተሰጡት አማራጮች የ (✓) ምልክት በማድረግ ወይም በባዶ ቦታው ላይ በማስፈር ይመልሱ።

1. ክፍል አንድ፡ - የተሳታፊዎች የግል ሁኔታ

1.1. ጾታ ወንድ ☐ ሴት ☐

1.2. አድሜ < 18 ☐ 18- 30 ☐ 31-45 ☐ >45 ☐

1.3. የሀይማኖት ሁኔታ ኦርቶዶክስ ☐ እስልምና ☐ ፕሮቴስታንት ☐ ሌሎች ☐

1.4. የትምህርት ሁኔታ 1ኛ-4ኛ ☐ 5ኛ- 8ኛ ☐ 9ኛ- 12ኛ ☐ ዲፕሎማ ☐ ዲግሪ እና ከዚያ በላይ ☐

2. ክፍል ሁለት፡ - ከዚህ በታች ለተዘረዘሩት ጥያቄዎች በርስዎ ግንዛቤ መሰረት በጣም እስማማለሁ (በእስ)፣ እስማማለሁ (እስ)፣ አልስማማም (አልስ) እንዲሁም በጣም አልስማማም (በአልስ) በሚሉት እያንዳንዳቸው አማራጮች ስር የ (✓) ምልክት ያስቀምጡ።

ተ.ቁ.	ዓ.ነገሮች	በእስ	እስ	አልስ	በአልስ
1	አገልግሎት ሰጪ የመንግስት ሰራተኞች ግዴታቸውን እና ስራቸውን በሚገባ ይፈፅማሉ።				
2	መረጃዎች በተጠናከረና በግልፅ ሁኔታ ለማህበረሰቡ በግልፅ ይደርሳሉ።				
3	የአስተዳደሩ ውሳኔዎች፣ የስራ ውጤቶች እና የበጀት ሁኔታ በግልፅና በወቅቱ ይገለጻሉ።				
4	የወረዳው ስራ አስፈጻሚ አካላት ወይም ካቢኔ ሹመት ግልጽና ተጠያቂነትን የተላበሱ ናቸው።				
5	የወረዳው አስተዳደር የማህበረሰቡን ጋር በመነጋገር ምላሽ ይሰጣል።				
6	የወረዳው መዘጋጃ ቤት ሃላፊነቱን በአግባቡ በመወጣት የተቀላጠፈ ስራ ይሰራል።				
7	የፍርድ ቤት ውሳኔዎች ከአድሎ የፀዱ ናቸው።				
8	የፍርድ ቤት ውሳኔዎች የሚተላለፉት በአሳማኝ ሁኔታና ትክክለኛ መረጃን መሰረት በማድረግ ነው።				

3. ስለወረዳው አጠቃላይ ሁኔታ፡-

1. በወረዳው አስተዳደር ውስጥ አሉ የሚባሉት የመልካም አስተዳደር አተገባበር ችግሮች ካሉ ቢገልፁልን።

[illegible]

2. በወረዳው መዘጋጃ ቤት አሉ የሚሏቸው የመልካም አስተዳደር ችግሮች ካሉ ቢገልፁልን።

[illegible]

3. በከተማው ውስጥ አሉ የሚሉትን የመልካም አስተዳደር ችግሮች ለመቀነስ ምን መደረግ አለበት ይላሉ?

[illegible]

DECLARATION

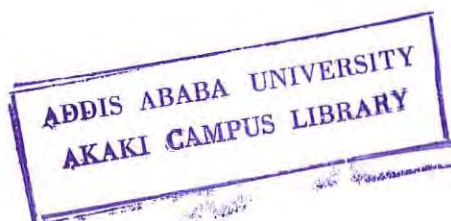
I the undersigned, declare that this thesis is my original work and has not been presented for a degree in any other university and that all sources of materials used for this thesis have been duly acknowledged.

Declared by

Name: Gizachew Asrat

Date: _____

Signature _____



Confirmed by

Advisor Name:

Mulugeta Abebe (PhD)

Date 24/06/14

Signature [Signature]

Submission date and place _____