

**ADDIS ABABA UNIVERSITY**

**COLLEGE OF EDUCATION AND BEHAVIOURAL STUDIES**

**DEPARTMENT OF CIVICS AND ETHICAL EDUCATION**

**THE CHALLENGES OF LOCAL COUNCIL IN PROMOTING  
GOOD GOVERNANCE: THE CASE OF DALOCHA  
WEREDA, SILTE ZONE, SNNPR**

**BY**

**YETMGETA NURSEBO HAMID**

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**ADDIS ABABA, ETHIOPIA**

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GOVERNANCE: THE CASE OF DALOCHAWEREDA**

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BY

YETMGETA NURSEBO HAMID

ADVISOR

MINALE ADUGNA (prof)

AUGUST, 2020

ADDIS ABABA, ETHIOPIA

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Submitted by: YETMGETA NURSEBO HAMID

*Approval for submittal to thesis assessment committee*

1.	_____	_____	_____
	Advisor	Signature	Date
2.	_____	_____	_____
	INTERNAL EXAMINER	Signature	Date
	_____	_____	_____
	EXTERNAL EXAMINER	Signature	Date
	_____	_____	_____
	Department chairperson	Signature	Date

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As members of the Examining Board Final MA open defense, we certified that we have read and evaluated the Thesis prepared by **yetmgeta nursebo hamid** titled:**Challenges of Local Council in Promoting Good Governance: The Case of DalochaWereda**, and recommend that it be accepted as fulfilling the thesis requirement for the degree of MA in Civics and Ethical Education.

_____	_____	_____
Chairman	Signature	Date
_____	_____	_____
Internal Examiner	Signature	Date
_____	_____	_____
External Examiner	Signature	Date

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_____	_____	_____
Thesis advisor	Signature	Date
_____	_____	_____
Department chair person	Signature	Date
_____	_____	_____
College research officer	Signature	Date

## DECLARATION

I the undersigned declare that this is my original work that has been carried out under the supervision of Mr. Minale Adugna (Prof) as part of the degree of master in Civics and Ethical Education and all sources of materials used for this thesis have been duly acknowledged.

Declared by:

Name: Yetmgeta Nursebo Hamid

Signature:-----

Date: August 19,2020

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## **ACRONYMS AND ABBREVIATIONS**

ALCOSA -Africa Local Council Oversight and Social Accountability

APRM - African Peer Review Mechanism

DIFD - Do It For Daron

ECA - Economic Commission for Africa

FDRE - Federal Democratic Republic of Ethiopia

IFAD - International Fund for Agricultural Development

IIAS - International Institute of Administrative Sciences

NEPAD - New Partnership for Africa's Development

OECD - Organization for Economic Co-operation Development

OHCHR - Office of Higher Commissioner for Human Rights

SNNPR - Southern Nations Nationalities and People Region

UNDESA - United Nations Department of Economic and Social Affairs

UNDP - United Nations Development Program

UNESCAP - United Nations Economic and Social Commission for Asia and the Pacific

USAID - United States Agency for International Development

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## ABSTRACT

*This study aimed to assess the challenges that Dalocha wereda council faced in promoting good governance in the wereda. Transparency and accountability which are the core dimensions of good governance had selected for the assessment since most complaint record in the wereda administrative concerned with the issue related to accountability and transparency.*

*To achieve the study objectives, the researcher adopted descriptive research design along with cross sectional survey and relied on both primary and secondary data source. Primary data were collected from samples of selected Kebele dwellers (345) and council members (30) through questionnaire, interview and group discussion. Interviews were held with 4 individuals viz. the chairperson and the leaders of the three standing committees. Secondary data were collected from pertinent sources like minutes and reports compiled by the council and others. Semi-structured interview was used for the councils' chair persons and leaders of the standing committees. Group discussions having participant from the council and the kebele dwellers were held. Data were analyzed using percentage and frequencies, tabulation and the like.*

*From the data analysis it was found that the issues of the transparency of the council in general and councilors in particular are very low as the council did not inform the public about the decision passed and the activity being carried out and the councilors' relation with their constituency is weak; executive domination is soaring; and council is not responsive to the needs of the community; effort that the council attempted to promote its accountability is feeble; and most importantly the autonomy of the council is undermined and the council independently do not decide over most important issues of the woreda.*

**Key words:** *good governance, local council, kebele dwellers, councilors, transparency and accountability*

# CHAPTER ONE

## INTRODUCTION

### 1.1. Background of The Study

Over the last two decades, democratic decentralization became a central pillar of development discourses and practices in Africa as well as in other developing countries (Kena, 2016; Ayele, 2008). According to Lee J. S. (1999), a big push towards decentralization in the states began in the early 1990s, with changes in a number of areas in the process of policy implementation. A number of them have established constitutionally entrenched system of local governance (Ayele, 2008). Ethiopia, after long years tradition of centralized government and state structure, a decentralized form of government and state structure marked a dramatic change in terms of the tradition of the country's governance, has been adopted since 1991 (Hailu, 2018).

The concept governance is though not new; it is as old as human civilization (UNESCAP, 2006). According to UNESCAP (2006), the terms "governance" and "good governance" are being increasingly used in development literature and governments' policies in recent years. Asrat (2014) and Mamuye (2017) mentioned that the concepts have become dominate writings of scholars of public administration and political science since 1990s.

Many academics and international practitioners employ 'governance' to connote a complex set of structures and processes, both public and private (Thomas, 2000). According to Ali (2015), the definition for the term lacks uniformity and term has been defined in many ways. For instance, World Bank (1994) defined governance as the manner in which power is exercised in the management of a country's economic and social resources. According to IOG(2002), governance comprises the institutions, processes and conventions in a society which determine how power is exercised, how important decisions affecting society are made and how various interests are accorded a place in such decisions.

Good Governance is equivalent to purposive, development oriented, citizen friendly, citizen caring, participatory and responsive public management committed to improvement inequality life of the people (Pal, 2017). UN Secretary-General Kofi Annan expresses good governance as ensuring respect for human rights and the rule of law; strengthening democracy; promoting transparency and capacity in public administration (Thomas, 2000).

Good governance has been increasingly cited as one of the most dominant factors contributing to economic performance in most developing countries (Mamuye, 2017). The issues of bad governance in Africa in the early 1990s have attracted many institutions and scholars to find solution for it. As per the study conducted by Sophi and Husain (2008), most of the African countries measured by the world governance indicators have low performance of good governance. In the continent, NEPAD has been introduced as an approach to change bad governance and to create a favorable governance environment. In line with this, APRM is often described as Africa's unique and innovative approach to governance with the objective of improving governance dynamics at the local, national and continental levels (OdehandMailafia, 2013).

Gebreslassie (2012) explicitly contend that Ethiopia is one among African countries that have made the indispensable effort for the consolidation and promotion of good governance environment at both the local, regional and national level especially after the incumbent government comes to power. According to the author, the inauguration of the decentralization governance in Ethiopia since 1990s indicates one of the most imperative in the history of the nation, as it has shifted a highly centralized authority to the regional and local units to develop a decentralized system of governance. Therefore, in order to achieve the sound development in countries like Ethiopia, good governance is not a matter of choice but a Pre requisite.

Taking this into account, Ethiopia has introduced good governance package since 2006 (Mamuye, 2017). However, it has been reiterated that if the institutions and their public officials are not accountable, responsive and transparent, corruption will remain rampant and the task of the people working in the public institutions is likely to be inefficient and ineffective. It is, therefore, for this very reason that Ethiopia has also boldly incorporated the agenda of good governance as its core pillar in the Growth and Transformation Plan I (Mamuye, 2017).

According to Abebaw (2013), considering the importance of installing governance at local level, the government of Ethiopia has been putting efforts in an attempt to maintain good governance usually through the system of local council directly elected by local people. The government of Ethiopia in general particular establishes council at different tiers of government as parliamentary control mechanism to ensure good governance, promote local democracy and efficient & effective service delivery.

Weredas have existed as the lower tier of government or basic unit of administration in SNNPR, and they were entrusted with a range of responsibilities over matters such as education, health, law and security within their jurisdiction. There exist councils at every Weredas of the region meant to oversee the Weredas overall service provisions and promoting essence of good governance among grass root people.

This study seeks to assess the challenges of local council in promoting good governance in Dalocha Wereda, Silte Zone, SNNPR.

## **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 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 (Asrat, 2014).

To achieve economic and social development, strengthening good governance is assumed to play a key role. In this regard, Ethiopia has also embarked on democratization and good governance building processes like any other country, it has faced a number of challenges (Mamuye, 2017). In order to solve these challenges, the government has developed a multi- sectorial national capacity building strategy to promote good governance (ECA, 2005).

In order for the regional states of the country to establish and empower lower tiers of the government, the FDRE constitution of the 1995 laid a remarkable foundation. In local governments , there are councils formed as part of the strategy to ensure local good governance and meant to oversee service delivery and hold the executive accountable for its performance (Abebaw, 2013).

The establishment of autonomous local government enhance a direct participation of citizens, allow self-rule, increase accountability and make works of the government more transparent. The revised constitution of SNNPR (Proc No. 35, 2001) established all organs of the local

government with their duties and responsibility along with their corresponding power. The constitution establishes councils at regional, zonal, Wereda and Kebele level as parliamentary control mechanism to ensure democracy and good governance.

According to the revised constitution of SNNPR (Proc No. 35, 2001) of Article 92(1) and 93(1), members of the Weredas council are directly elected by the residents of the Wereda and the Wereda Council is the highest authority of the Wereda and accountable to the people of the Wereda. In this regard, the Wereda Council at the top of all the Wereda sectors has a mandate to supervise and follow up the works of the executive in the Wereda and question officials. So, it is undebatable that existence of active Wereda Council is the key to ensure good governance in the Wereda.

The mere existence of council is nothing for serving good governance base and improving service delivery unless it should be active and functional with complete autonomy of power and democratic organization. According to World Bank ALCOSA report(2016) on Ethiopian local councils, the local councils are imposed and intervened by higher authorities; the members of the council themselves often have low level of literacy (do not know the power and function of the council); a great number of persons seeking to be elected as councilors are driven by livelihood motive and the poor organization of the system.

Article 93(2) of the revised SNNPR constitution clearly indicates that the Wereda Council have the responsibility to approve social services economic development administrative plans, programs and budget of the Wereda (Proc No. 35/2001, Art. 93/2a). In the same vein, the constitution indicate that the Council is responsible to follow up and supervision of executives. As the researcher observed from the complaint record in the administrative of the study wereda, most of the complaints were about the improprieties and lack of service delivery in the wereda sectors, lack of follow up and supervision of those sector and lack of development activities in the woreda. The existence of these problems indicates that there are challenges that can deter the Wereda Council from the promotion of good governance. Therefore, a study has to be done to find out those challenges.

According to World Bank ALCOSA report (2016) on Ethiopian local councils, the appropriate mechanisms or sanctions by which citizens can hold their local council accountable comprise the weakest link in local council oversight and accountability. In addition, according to the report, the councils are widely perceived to have a problem of engaging in transparency in their work

.Practical experience drawn by the researcher from the study area implicates the same. This shows that, the Wereda Council has challenges in discharging its responsibilities to ensure good governance. So, it is necessary to assess the practical situation of Dalocha Wereda Council and determine the root causes of the problems that hinder the council's role in promoting good governance.

Despite the significance of studying good governance in DalochaWereda, there has been no comprehensive and systematic study of the issue. However, studies have been conducted on issues related to good governance in other Weredas and cities. For instance, Gizaw (2014) conducted a study concerning with the significance of good governance and its challenge in HumboWereda Council. AndAsrat(2014) on challenges and opportunities of local good governance in Lumame town.But, Gizaw (2014)took only participation and transparency among the key indicators of good governance into account and Asrat (2014) assessed the good governance only in one government sectors, Administrative office. Tilahun (2012) conducted a study on assessment of the practice, challenge and opportunity of local good governance in AkakiKality Sub-city but not assessed good governance with regard to accountability and transparency. Chanyalew (2014) undertook a research on the significance and prospect of good governance in selected Wereda Councils of Bole Sub-city. The researcher interviewed only some members of the councils and administrative office worker and they failed to interview the sample of the public members in the study area and did not facilitate focus group discussion.

The information from the wereda council indicated that no research in such issue had been done. Since almost nothing is known about the challenges of local council of Dalocha Wereda in promoting good governance and no research had been done on the issue in the study area so far, this study concerned with the assessment of challenges of DalochaWereda Council in promoting good governance unlike the studies mentioned above. The study was conducted by incorporating two characteristics of good governance, i.e. transparency and accountability. Since most of the complaints in the complaint record are concerned with this issue and the practical experience in the study area implicates that the issues need to be more concern.

Therefore, the above justifications and gaps mentioned above made the researcher very interested and initiated to conduct this study. Since including all the characteristics of good governance makes the study very broad, time taking and difficult get reliable data and address everything.

### **1.3.Objective of the Study**

#### **1.3.1. General Objective**

The overall objective of this study was to assess the challenges that DalochaWereda council faced in promoting good governance.

#### **1.3.2. Specific Objectives**

- To identify the council's effort in promoting accountability.
- To identify the council's effort in promoting transparency.
- To assess the mechanism of the council to promote good governance.
- To disclose that challenges could hinder the council to promote god governance.

### **1.4.Research Questions**

On account of the above issue, the study addressed the following basic questions:

- ❖ What sort of effort does the council attempt to promote its accountability?
- ❖ To what extent do the council attempt to discharge its responsibility transparently?
- ❖ What mechanism does the council apply to promote good governance in the Wereda?
- ❖ What are the main challenges for the implementation of good governance practices by the council?

### **1.5.Scope of the Study**

The scope of this study was confined to describing Wereda's council activity and mainly focus on explaining the council's practice to promote good governance and disclose the challenges the council face during operation. The study manly focused on assessing challenges of DalochaWereda Council for promotion of good governance regarding transparency and accountability. It was also limited to DalochaWereda council and covered the time period of one term of the council's term of office. i.e. five years (5). In terms of methodology the study was conducted using descriptive study design and the sample taken for questionnaire was random sampling.

### **1.6.Limitation of the Study**

In conduct of this study, the researcher faced some constraints, which might be factors that contributed to the limitation of the study. Since assessment of good governance is comprehensive in its nature and requires to incorporate various phenomena of it. So, this study had geographical,

methodological, theoretical and issue limitations. Methodologically, the study had limitation in that there are other methods for sampling but due to lack of sufficient time for purposive sampling and to use large sample size, the study was limited to probabilistic random sample to distribute the questionnaire.

Theoretically, the study was undertaken to assess challenges of the Dalocha Wereda council in promoting good governance incorporate accountability and transparency. So, this may be a limitation since the issue of good governance has a comprehensive nature and difficult to address with those two characteristics. Geographically, the study was conducted in four selected kebeles of the study Wereda. So, generalizability of the finding is difficult by taking four Kebeles and this may be a limitation. Due to these limitations the findings of this study may not show the overall situation in the study area.

### **1.7. Significance of the Study**

The findings of this study might serve as input for community, the Wereda Council, future researchers and policy makers. The finding of the study may benefit the society in the study area in that it will give them knowledge to easily set the best possible solutions to deal with the issue.

It will provide empirical information to the council and concerning body on the good governance application and practices and identify the main challenges to take corrective measures. The study might also be used as a literature for researchers interested in the same issue and provide a good knowledge. The finding of the study can be used as an input for policy makers.

## UNIT TWO

### 2. REVIEW OF RELATED LITERATURE

#### 2.1. 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 conceptualization of governance from this perspective presupposes that governance is essentially about control. According to Yirga (2010), the term was re-conceptualized by UNDP after it was first coined in the 1989 World Development Report where it referred mainly to financial accountability of governments. UNDP (1997) 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.

An important objective of governing institutions, according to UNDP (1997), is to promote constructive interaction between the state, the private sector and civil society. Later, in World Bank and donor discourse, it became a call to arms for advancing a new agenda of development assistance, the perception being that financial or technical assistance would not be put to good use until such concepts as transparency and accountability, due process, probity and efficiency were institutionalized in the systems of government of recipient countries (World Bank, 1999).

Governance emphasizes a government that is open and responsive to civil society, more accountable and better regulated by external watchdogs and the law (Yirga, 2010). A strong role is proposed for “voice” and for civil society “partnerships” through non-governmental organizations (NGOs) and community participation. Governance models thus tend to focus more on incorporating and including citizens in all their stakeholder roles rather than simply satisfying customers, a theme that echoes the notion of “creating public value” (UNDESA, 2005)

However, due to the inherent diversity in national traditions and public cultures as well as because of its broad and complex nature diverse institutions and individuals define governance in different ways from different perspectives. Some define governance broadly to cover a wide array of issues and still another defines it in a more narrowed manner but it does not mean that narrow definitions are necessarily more precise; broad definitions can be precise, and narrow definitions can be vague. For this case it is better to treat the definition of governance in light of the leading regional and international organizations:

UNDP uses a broad definition of governance and conceptualizes governance through inclusive participation, responsive institutions and certain principles and values, such as human rights, gender equity and integrity. UNDP argues that governance is an end in itself, and a means to achieve human development (UNDP, 2009). According to UNDP (1997) Governance consists of the traditions and institutions by which authority in a country is exercised. This include the process by which governments are selected, monitored and replaced; the capacity of the government to effectively formulate and implement sound policies; and the respect of citizens and the state for the institutions that govern economic and social interactions among them.

World Bank (1997) describes governance as the manner in which power is exercised in the management of a country's economic and social resources. The Bank identified three discrete aspects of governance. These are: the form of political regime; the process through which authority is practiced in the management of a country's economic and social resources for development; the capacity of governments to design, formulate, and implement policies and discharge functions (World Bank, 1997).

USAID (2002), viewed governance as a concept that includes the capacity of the state, the commitment to the public goods, the rule of law, the degree of transparency and accountability, the level of popular participation, and the stock of social capital.

Institute of Governance, Ottawa states governance as a concept that comprises the institutions, processes and conventions in a society which determine how power is exercised, how important decisions affecting society are made and how a variety of interests harmonized in such decisions (IOG, 2002). For OECD, the concept of governance denotes 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 (OECD, 1995).

Governance refers to the process whereby elements in society wield power and authority, and influence and enact policies and decisions concerning public life, and economic and social development (IIAS, 1998). According to the author, governance is a broader notion than government and it involves interaction between these formal institutions and those of civil society.

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 (Asrat, 2014). The author argues that, governments is 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 and it 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 (Asrat, 2014). 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, 2001).

## **2.2.The Meaning of Good Governance**

Good governance as a basic development agenda has got significant momentum in the world especially in the last decade and has become the issue that attracts the attentions of different economists, political scientists, lawyers, Politian, international, regional and national organizations and various donor agencies (Abdalla, 2010). The notion of good governance is relatively new. It surfaced in 1989 in the World Bank's report on Sub-Saharan Africa, which characterized the crisis in the region as a "crisis of governance" (World Bank 1989). It then represented an important departure from previous policy, largely prompted by the experience in Africa (Asrat, 2014). The main thrust behind its introduction in the Bank's corporate policies resides in the continuing lack of effectiveness of aid, the feeble commitment to reform of

recipient governments and the persistence of endemic corruption in developing countries (World Bank, 1994).

In addressing governance, the bank calls into question the ability, capacity and willingness of political authorities to govern effectively in the common interest. There is heightened awareness that the quality of a country's governance system is a key determinant of the ability to pursue sustainable economic and social development (Santiso, 2002). Thus, following the failure of structural adjustment program in developing countries where policies are effectively prepared but not implemented properly due to bad or even mal-governance, the issue good governance has emerged as one of the critical conditions if development agendas are to hit their intended targets (Euro Journal, 2009).

However, there is no single and exhaustive definition of "good governance," nor is there a delimitation of its scope, that commands universal acceptance. The term is used with great flexibility; this is an advantage, but also a source of some difficulty at the operational level. Depending on the context and the overriding objective sought, good governance has been said at various times to encompass: full respect of human rights, the rule of law, effective participation, multi-actor partnerships, political pluralism, transparent and accountable processes and institutions, an efficient and effective public sector, legitimacy, access to knowledge, information and education, political empowerment of people, equity, sustainability, and attitudes and values that foster responsibility, solidarity and tolerance (Ali, 2015).

Nevertheless, there is a significant degree of consensus that good governance relates to political and institutional processes and outcomes that are deemed necessary to achieve the goals of development. It has been said that good governance is the process whereby public institutions conduct public affairs, manage public resources and guarantee the realization of human rights in a manner essentially free of abuse and corruption, and with due regard for the rule of law (Yirga, 2010). The true test of "good" governance is the degree to which it delivers on the promise of human rights; civil, cultural, economic, political and social (OHCHR, 2007)

Defining good governance has become a contentious issue in development co-operation circles and has led to a multiplication of conflicting concepts which forced different people, organizations, governments and city authorities to define "good governance" according to their own experience and interest. Good governance is a process that, in the words of international regimes theory, represents a "persistent and connected set of rules, formal and informal, that

prescribe behavioral roles, constraint activity, and shape expectations” (Keohane, 1990). A governance system denotes a governing regime a set of institutionalized norms, rules and decision-making procedures that frame the process of government (Krasner, 1982).

The notion of good governance extends beyond the capacity of public sector management to the rules and institutions which create a legitimate, inclusive, transparent and accountable framework for the formulation and conduct of public policy. It implies managing public affairs in a transparent, accountable, participatory and equitable manner showing due regard for democratic principles and the rule of law. It focuses on the political norms defining political action, the institutional framework in which the policy-making process takes place and the mechanisms and processes by which power is exercised (Santiso, 2002:24).

Good governance basically refers to the competent management of a country’s resources and affairs in a manner that is open, accountable, equitable and responsive to people’s needs. It generally implies the ability to perform efficiently, effectively, and responsibly guided by principles that are feasible and desirable at all levels of the society, not just at the political one (King Baudouin Foundation, 2007).

The concept, good governance emerged mainly because of practices of bad governance characterized by corruption, unaccountable governments and lack of respect for human rights. And this had become increasingly dangerous, the need to intervene in such cases had become urgent, and thus, the issue has become essential ingredient in any socio-political agenda and development discourse throughout the world (King Baudouin Foundation, 2007).

In the currently discourse, there are two dimensions of philosophers argued about good governance: academic and donor. The Academic philosophy has mainly focused on the way in which power and authority relations are structured in different contexts, whereas donor directed thought has focused more on state structures designed to ensure accountability, due processes of law, and related protections. Academic philosophy is directed mainly towards better understanding of institutional linkages between the state, civil society and the private sector; donor-driven thought is oriented towards enhancing policy effectiveness (Simonis, 2004).

Good governance has been defined from different dimensions by different scholars and institutions. This fact has led to difficulty of coming up with a distinct definition that can satisfy all actors (Gisselquist, 2012). For instance, as noted by Kofi Annan the former UN SecretaryGeneral, good governance is also perhaps the single most important factor in

eliminating poverty and promoting development; ensuring respect for human rights and the rule of law; strengthening democracy; promoting transparency and capacity in public administration (Hope, 2008). . Below is list of definitions provided by different international institutions and organizations such as continental and international banks and etc. that have been in the forefront supporting and advocating for good governance in the last two decades:

World Bank (1992) has defined good governance as the manner in which power is exercised in the management of a country's economic and social resources for development. Additionally, good governance is central to creating and sustaining an environment which fosters strong and equitable development, and it is an essential complement to sound economic policies. (World Bank, 1992)

According to the 2000 Bank Group Policy on Good Governance, it is a process referring to the manner in which power is exercised in the management of the affairs of a nation, and its relations with other nations. It promotes accountability, transparency, rule of law and participation, is central to creating and sustaining an enabling environment for development (African Development Bank, 2000).

USAID (2005) refers good governance as the ability of government to develop an efficient, effective and accountable public management process. It is characterized by transparent, pluralistic, citizens involvement in decision making, representation and accountability by focusing the areas of legislative strengthening, decentralization and democratic governance, anti-corruption, civil-military relations, and improving policy implementation. Good governance is also described as how the institutions, rules, and systems of the state- the executive, legislative, judiciary and military operate at central and local level by providing opportunities for all people to influence government policy and practice, macro-economic stability to promote the growth necessary to reduce poverty; implement pro-poor policy that guarantees equitable and universal provision of effective basic services; ensure personal safety and security and manage national security arrangements accountably by developing honest and accountable government(DIFD, 2001).

According to European Union (EU) and ACP Group, in the context of a political and institutional environment that upholds human rights, democratic principles and the rule of law, good governance is the transparent and accountable management of human, natural, economic and financial resources for the purposes of equitable and sustainable development. It entails clear

decision-making procedures and accountable institutions, the primacy of law in the management and distribution of resources and capacity building for elaborating and implementing measures aiming in particular at preventing and combating corruption (Santiso,2002).

As governance relates to the way power and authority is exercised and distributed within an organization, ‘Good’ governance is about making sure this power and authority is not concentrated in the hands of a single individual or group. This requires checks and balances be put in place within an organization that separates and balances power between different bodies (such as management and board) and has clear lines of accountability between them. Effective governance structures play an important role in ensuring resources are managed effectively within an organization and ensuring activities are undertaken that are in the interests of the mission and not of a group of individuals (Child Help International, 2007).

The 1992 World Bank report entitled “Governance and Development” concluded that sustainable development can only take place if a predictable and transparent framework of rules and institutions exists for the conduct of private and public business, and the essence of good governance was described as predictable, open and enlightened policy, together with a bureaucracy imbued with a professional ethos and an executive arm of government accountable for its actions. All these elements are present in a strong civil society participating in public affairs, where all members of the society act under the rule of law (IFAD, 1999).

A good governance system puts further requirements on the process of decision-making and public policy formulation. It extends beyond the capacity of the public sector to the rules that create a legitimate, effective and efficient framework for the conduct of public policy. It implies managing public affairs in a transparent, accountable, participatory and equitable manner. It entails effective participation in public policy-making, the prevalence of the rule of law and an independent judiciary, institutional checks and balances through horizontal and vertical separation of powers, and effective oversight agencies (Santiso, 2002).

According to Chaudhry, et al (2009), good governance can be identified with the following features:

- i. Good governance is mutually supportive and cooperative relationships between government, society, and the private sector. The nature of relationships among these three characters, and the need to make stronger viable system to facilitate interactions, assume critical importance.

- ii. Good governance is defined as control of all, or some combination of, the following elements: contribution, transparency of decision-making, accountability, rule of law, predictability.
- iii. Good governance is normative in origin. The values that provide the foundation for governance are the values postulated by the defining characters and institutions.

Good governance is a major factor in creating an environment of peace, stability and security in which people can pursue various productive and creative activities, creating wealth and employment and thus promoting human development and alleviating poverty. But good governance is a product of deliberate policies. It requires all the institutions of governance to function in accordance with a country's constitutional provisions of the rule of law, due process of law, cultures and traditions. And in order for the institutions of governance to perform their functions efficiently and effectively they must be endowed with the appropriate capacities. Good governance is a development issue with capacity-building ramifications (ECA, 2005)

Getting good governance calls for improvements that touch virtually all aspects of the public sector from institutions that set the rules of the game for economic and political interaction, to decision-making structures that determine priorities among public problems and allocate resources to respond to them, to organizations that manage administrative systems and deliver goods and services to citizens, to human resources that staff government bureaucracies, to the interface of officials and citizens in political and bureaucratic arenas (Grindle, 2004).

### **2.3.Characteristics of Good Governance**

Core values and characteristics of good governance are important means of achieving and maintaining development goals as recognized by UN member states in the Millennium Declaration in 2000 and include: participation; equity, non-discrimination and inclusiveness; gender equality; rules-based; transparency; and accountability and responsiveness. They are congruent with key human rights principles set out in a variety of UN declarations and conventions and can be summarized in three core principles: participation and inclusion; accountability and rule of law; and equality and non-discrimination (UNDP 2010).

Defining the characteristics of good governance is difficult and controversial. The UNDP (1997) enunciates a set of characteristics that, with slight variations, appear in much of the literature. There is strong evidence that these UNDP based characteristics have a claim to universal recognition.

According to UN-ESCAP (2006) good governance has eight 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.

### **2.3.1. Participation**

The meaning of participation ranges 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). Some also understand participation as a means to an end and while others view it as an end in itself (Shah, 2008). 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 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 (Asrat, 2014). 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).

Further, participatory political regimes generally deliver better growth because they produce 'superior institutions' better-suited to local conditions for a number of reasons: participatory political regimes yield more predictable long-term growth rates and have more stability, since the

wider range of decision makers results in greater diversification and lower risk in an environment rife with imperfect information (Rodrik, 2000). Participatory political regimes also deliver better distributional outcomes by producing greater equality (Rodrik 2000).

### **2.3.2. Rule of Law**

According to UN-ESCAP (2006), 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 (UN-ESCAP, 2006). 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.

### **2.3.3. Transparency**

According to Jennifer Jalal (2008), transparency is any mechanism for adopting reforms for responsive governance usually implies the need to access the vital information. According to Max Weber, governments which operate secrecy is more prone to corruption as compared to governments which operate in greater openness. Therefore, transparency is an openness of governmental functioning and regarded as an essential ingredient of democracy and the right to information as fundamental democratic right. Transparency and the right to information tends to remove unnecessary secrecy surrounding the decision-making process in the government and there by helps to improve the quality of decision making in public policy and administration. Litvack(1998), stated that the right to information legislation enacted at the center and several states in India is a positive measure in ensuring transparency

In order to enable the public administration in attaining its aim of developing a good condition to the people's life, the people must be able to take an intelligent interest in what the administration is doing and exercise an ultimate control over it (Hoque, 1970)

Transparency implies openness of decision-making process and freedom of information to the members of the public and the media. The people have the right to know how decisions are made on routine as well as on policy matters, whether they are benefited or affected by the decision,

how service is rendered or how and when goods are delivered, how objectives are accomplished. (Obaidulah, 2001)

According to FDRE Constitution (1995), Proclamation No. 01/1995 Art 2 (1), the Ethiopian constitution expresses that, —the conduct of affairs of government shall be transparent. Proclamation No. 01/1995 Art.29 goes further by explaining that everyone has the right to freedom of expression without any interference. This right shall include freedom to seek, receive and impart information and ideas of all kinds, regardless of frontiers, either orally, in writing or in print, in the form of art, or through any media of his choices.

#### **2.3.4. Responsiveness**

According to Goetz and Gaventa (2001), responsiveness is the extent to which a public service agency demonstrates receptivity to the views, complaints and suggestions of service users by implementing changes to its own structure, culture and service delivery patterns in order to deliver a more appropriate product. According to authors, responsiveness also depends to a large extent on the influence citizens have on the design, delivery and assessment of public services and the interaction of three major factors:

- i. The social, cultural and economic powers of the client group in question within civil society its power to mobilize resources and public concern to support its demands.
- ii. The nature of political system that means the configuration of the executive, legislative and judicial powers, the organization of political competitions, the number and types of parties, their ideologies and memberships.
- iii. The nature and power of the state and its bureaucracies whether it is a developmental state whether it has the will and capacity to enforce change in the culture and practices of bureaucracies, whether there is a professional civil service, whether the public service has internalized a commitment to poverty reduction etc.

Good governance requires that the institutions and processes try to serve all stakeholders within a reasonable time frame (UN-ESCAP, 2006). In this reason, everyone who has the obligation to deliver service, has also the obligation to response for the demand of customers.

#### **2.3.5. Consensus Oriented**

There are several actors and as many view points in a given society. According to UN-ESCAP (2006), 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. The author posits that good governance 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.

### **2.3.6. Equity and Inclusiveness**

A society's wellbeing 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 (UN-ESCAP, 2006). This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their wellbeing.

### **2.3.7. Effectiveness and Efficiency**

According to Jian, (2004), Good governance relates to the government effectiveness which includes the quality of policy making and public service delivery as well as quality of regulation. In addition to this, as stated by Brown (2000), good governance and new public management need to aim an effectiveness and efficiency in the usage of resources in consonance with the societal needs and demands.

Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal (UN-ESCAP, 2006). The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment (ibid).

### **2.3.8. Accountability**

As stated by Mohit (2008), accountability is both answerability and enforceability. Accountability is giving an account of action of public officials to inform about and explain what they are doing, while enforceability is the capacity of accounting agencies to impose sanctions on power holds that have violated their public duties (Mohit, 2008). The objective of accountability is controlling the abuse of bureaucratic power and discretion as well as an assurance that performance will be in accordance with standards and quality.

Accountability is a key requirement of good governance. According to UN-ESCAP (2006), 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 whom

varies depending on whether decisions or actions taken are internal or external to an organization or institution (UN-ESCAP, 2006). 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 (ibid).

According to Shah (2008) 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.

#### **2.4.Decentralization: Concepts and Definitions**

According to 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 (2007) 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) 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 nongovernmental 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 & Hulme, 1997). In connection to this Meheret (1998) 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), 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 serve 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 (Mahat, 2007).

#### **2.4.1. Dimensions of Decentralization**

Many analyses 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.

##### **I. Democratic Decentralization**

According to Research Triangle Institute, (1997) 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). The research institute identified the following relationships.

#### **A) 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.

### **B) 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.

### **C) 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.

## **II. 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 was 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).

### **III. 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).

## **2.5.Definition of Local Government**

Local government is a product of devolution as a dimension of decentralization. Olowu (1988) remarks that there are two approaches to the definition of local government in the literature. One approach, which is usually adopted in comparative studies, is to regard all such national structures below the central government as local government. A second approach is more circumspect in that local governments are identified by certain defining characteristics. These characteristics usually focus on the following five attributes: legal personality, specified powers to perform a range of functions, substantial budgetary and staffing autonomy subject to limited central control, effective citizen participation and localness. These are regarded as essential to distinguish it from all other forms of local institutions and also ensure its organizational effectiveness.

Robson (1937) defines local government from a legal point of view as, local government may be said to involve the conception of a territorial, non-sovereign community possessing the legal right and the necessary organization to regulate its own affairs. This, in turn, presupposes the existence of a local authority with power to act independent of external control as well as the participation of the local community in the administration of its own affairs.

Robson seem to emphasize independence whilst local governments are actually not independent of central government control. Local governments enjoy only relative autonomy, due to the division of responsibilities for services between national and local government. It should be noted that the division of responsibilities is a political or policy issue. There are several preconditions that determine successful relationships between central and local government as indicated by the World Bank (1989) and Heymans & Totemeyer (1988). These are:

- The need and urge for a strong system of local government in a democratic political environment;
- That local government be allowed to play vital role as a full partner in regional and national development;
- A fair division of financial resources between central, regional and local bodies;
- A fair division of human resources between central and local government;
- Formal and effective checks and balances between central and local government;
- Full and adequate consultation and a regular flow of accurate information at and between all levels;
- The full participation of each citizen, irrespective of race and gender at all levels of administration and government - thus, the extension of democracy to all spheres of government;
- Political and social harmony;
- Defined legal relations between the different levels of government and the ability for local pressure on central government to change legislation;
- Trust and honesty as basic principles of government; and
- Openness to innovation.

## **2.6. Local Government and Governance in Ethiopia**

### **2.6.1. 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), *Wereda* and municipal affairs. The focus of development was on *Awarajas* (zones). *Weredas* and municipalities were considered more like de concentrated 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 Selassie regime divided the country into 13 Governorate generals ( *TecjlayGizat* ), 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 (Ibid).

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 Selasie 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 '*MiktilMeslene*' (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). 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.

### **2.6.2. 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 (Ghebrehiwet, 2002:37).

### **2.6.3. 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 Wereda 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 Benshagul-Gumze and Gambela, each founding nationality/ People is organized at Zone Government level. In the relatively homogeneous States of Tigray, 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 (labia) level in Tigray, 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 WeredaGovernment has representations at State level (the Revised Constitutions of Amhara, SNNP, Benshagule-Gumz, and Gambela). In contrast, the latter are established in the relatively homogeneous States of Tigray, 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 WeredaGovernments.

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 serves 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).

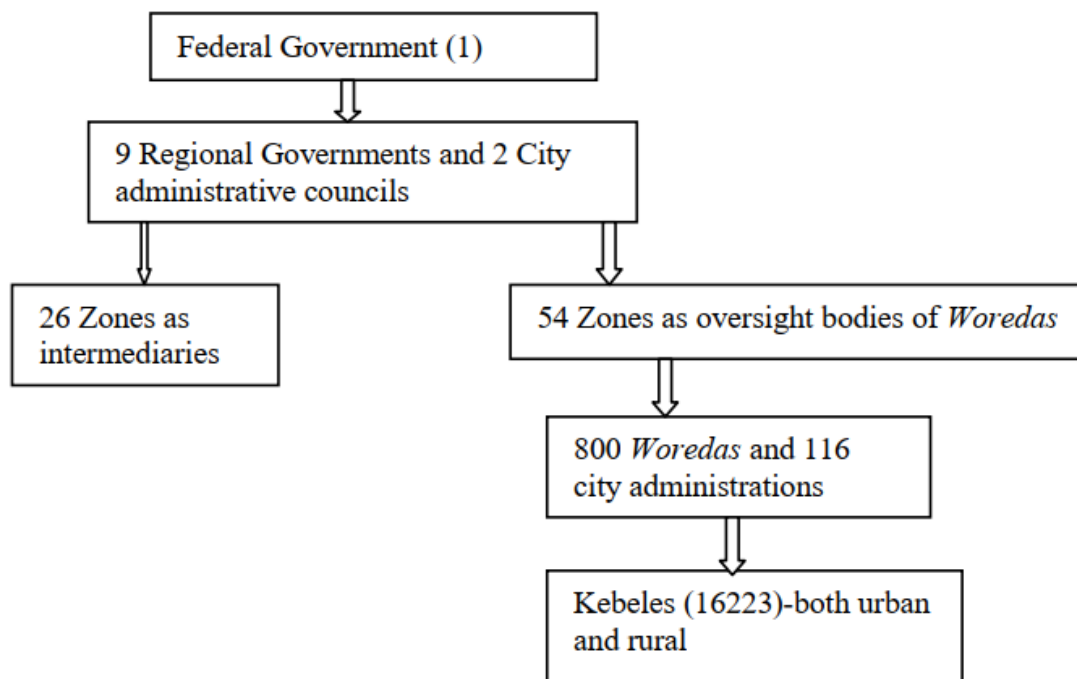
Delimitation of sub national governments should be stable. If redrawing of the existing boundary deems necessary, it should be based on research and be evaluated against its long-term political implication, economic efficiency and administration feasibilities. Nevertheless, local governments in Ethiopia 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 neighboring 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 Local government 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 Zone Administrations and Special Wereda Governments, and 552 Wereda Administrations in the entire country. By 2010, the figures raised to 35 Zone Administrations / Special Wereda Administrations and 774 rural Wereda Administrations. While the SNNPR, a home land for 56 ethnic groups, is a major contributor to such a sharp increase of number of Zone Administration/ Special Wereda Administrations and Wereda Administration, Oromia leads the multiplication of Wereda Administrations. For instance, in 2001 the SNNP had only 77 Zone Administrations, Special Wereda Administration and Wereda Administrations against 150 in 2010. Similarly, Oromia had 180 Wereda Administrations 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.



Source: (Tilahun, 2014)

Figure 1 Local Government Structure of Ethiopia

#### 2.6.4. Legal Authority

The Federal constitution recognizes the existence of local governments in all member states. Article 50 sub-article 4 of the FDRE constitution states: “state government shall be established at State and other administrative levels that they find necessary. Adequate power shall be granted to the lowest units of government to enable the People to participate directly in the administration of such units”. The lowest unit of government in FDRE is the Kebele. Local government at the wereda level is one echelon above Kebele 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 SNNPR (1995), 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.

## **2.7.Local Council**

A unit of local representative government has one or more representative organs with some authority to govern. Almost invariably one of these organs is the local council, which offers the opportunity to discuss and give advice on local issues, but also has the responsibility for making decisions authorizing or directing the local staff to perform tasks. The local council makes decisions by such acts as passing the budget, enacting ordinances and by-laws and making or approving appointments (Humes & Martin, 1969). The council approves and in many cases amends proposals submitted to it, and generally may take the initiative in making proposals. According to Humes& Martin (1969), local council with decisive authority may take decisions regarding matters of overall policy objectives or of relatively more minor matters concerning the routine co-ordination of staff.

The local council is the main representative organ of local government. It is an essential part of every unit of local representative government. Its role as a representative body varies with the evolution and the mechanics of the processes of local government in each country. The degree to which a local unit has a representative government depends largely on two factors (University of Pretoria, 2016). The one factor according to the author is the extent to which the membership of a council represents and is answerable to the public, and the other factor is the extent to which the council has the authority and power to define local policy objectives and to have these objectives implemented.

The number of members of local councils varies, in general, with the population of the unit of local government. The size of councils, however, is also closely interrelated to their role in local government structures (University of Pretoria, 2016). The largeness or the smallness of the council affects its representative character, its effectiveness and the nature of its deliberations (Humes& Martin, 1969).

### **2.7.1. Local Council in Ethiopia and SNNPR**

Since 1991, Ethiopia has been experimenting with decentralization program, which is aimed at devolving government power from the center to the regions as well as to the local level. The policy has created nine ethnic-based regional state governments and two autonomous administrative areas that comprise the Ethiopian federal structure (Mihret, 2001).

The decentralization process has taken place in two waves: the 1990s decentralization from the center to the regional states and the early 2000s woreda decentralization that devolved power to the district level. The regional decentralization of the 1990s featured stability and ethnic federalism as the central issues, while the woreda decentralization was directed more at the goals of development and democracy (USAD, 2010).

According to World Bank (2010), Ethiopia's regional states have followed an asymmetric pace of decentralization with the four most populous regions (Amhara, Oromiya, SNNP and Tigray) decentralizing more rapidly than the other lagging regions. The government of these four most populous regions decided in 2001 to move important sector departments (such as health, education, agriculture extension, water supply and social sectors) from the zonal to the Wereda level (World Bank, 2010).

At the woreda level, the woreda councils consist of directly elected representatives from each kebele in the woreda. According to World Bank (2010), the woreda council has dual accountability: upward to its respective zonal and regional executive committees, and downward to its electorate. The woreda cabinet (also referred to as the executive committee) consists of around a dozen members of mostly sector bureau chiefs. Woredas also feature a court, which falls under the authority of the regional judicial apparatus.

Woreda councils have standing committees to oversee sector activities. Members of these committees sometimes lead the discussions in the quarterly meetings of the councils. But their capacity and effectiveness vary from woreda to woreda (World Bank, 2010). World Bank (2010) reported that, Woredas in Amhara, Oromia, and Tigray have four committees (Budget and Finance Committee; Social Affairs Committee; Security Affairs; and Women Affairs Committee) while woredas in lagging regions such as Afar are likely to have no committees.

In SNNPR Wereda Administration stands next to zonal administration in the hierarchy of the regional administration which comprises a Wereda Council, a Wereda Administrative Council

and Courts with first instance jurisdiction (Proclamation No. 35/2001 Art. 90). The constitution provides that the Wereda Administration has the definitive authority to prepare determine and implement plans of social services and economic development. The kebele administration is the lowest administrative body in the SNNPR.

Wereda Council is the highest political organ at Wereda level in SNNPR and members of the council are directly elected by the residents of a Wereda (Proclamation No. 35/2001 Art. 93). According to the constitution members of a Wereda Council serve for five years term and members of the Wereda Council are accountable to the people who elected them.

The Proclamation No. 35/2001 Art. 93 provide that a Wereda has the authority to plan and implement its own economic development and social services programs. It also has the duty to implement the policies and laws of the federal and state governments. Matters of social services and economic development which are within the competences of Weredas, however, are not clearly defined in the regional constitutions.

As part of its legislative power, Wereda Council has the authority to issue directives to ensure peace and security in the Wereda (Proclamation No. 35/2001 Art. 93(2h)). It is also authorized to approve the budget of the Wereda. Upon recommendation by the Wereda Administrative Council, it has the power to approve the sources of revenue which the Wereda Administration can make use of from those sources which are not allocated and administered by the regional government (Proclamation No. 35/2001 Art. 93(2g)). It can also impose other service charges. In addition, it has the power to examine and approve economic development, social service and administrative working plans of the Wereda which are prepared by the Wereda Administrative Council (Proclamation No. 35/2001 Art. 96).

### **2.7.2. The Local Council Speaker**

No council can operate without a speaker. The function of the speaker is to promote and maintain orderly discussion within the council. The speaker is responsible for order and his/her unique position of being the focus of all remarks in the course of a council meeting provides him/her with ample opportunities for guiding the discussions (Wheare, 1955). The speaker has some opportunity to influence council decisions by virtue of his/her participation in the developing of the agenda for the council session.

The speaker is in a crucial position to determine what items will be discussed and in what order. The speaker moderates or controls the discussion (Wheare, 1955). The speaker exerts influence over the discussion and decisions by recognizing and encouraging speakers as well as by discouraging others, by the manner in which he accepts, defers and declines motions and amendments and even by the timing of calls for meetings. The speaker is expected to exercise an impartial role. Council election is the general method for choosing a speaker (Humes & Martin, 1969).

Local councils in SNNPR have both a council speaker and a deputy speaker to moderate and control the meeting of the local council. Proclamation No. 35/2001 Art. 94 states that, the council preside by Speaker and Deputy Speaker, elected upon recommendation by political parties that have greatest number in the Council. According to the Proclamation No. 35/2001 Art. 95, the Deputy Speaker shall carry out responsibilities which shall be specifically entrusted to him by the Speaker and acts on behalf of the speaker in his absence and when unable to carry out his power and functions.

A Wereda Council convenes once in every three months and the meeting is public (Proclamation No. 35/2001 Art. 96). However, the speaker may call an extra-ordinary session anytime when the Wereda Council is not due to undertake its regular meeting (Ibid). Under constitution, the speaker has an obligation to call an extra ordinary meeting if such meeting is demanded either by the Wereda Chief administrator or by more than one third of the members of the Wereda Council.

### **2.7.3. Standing Committee of Local Council**

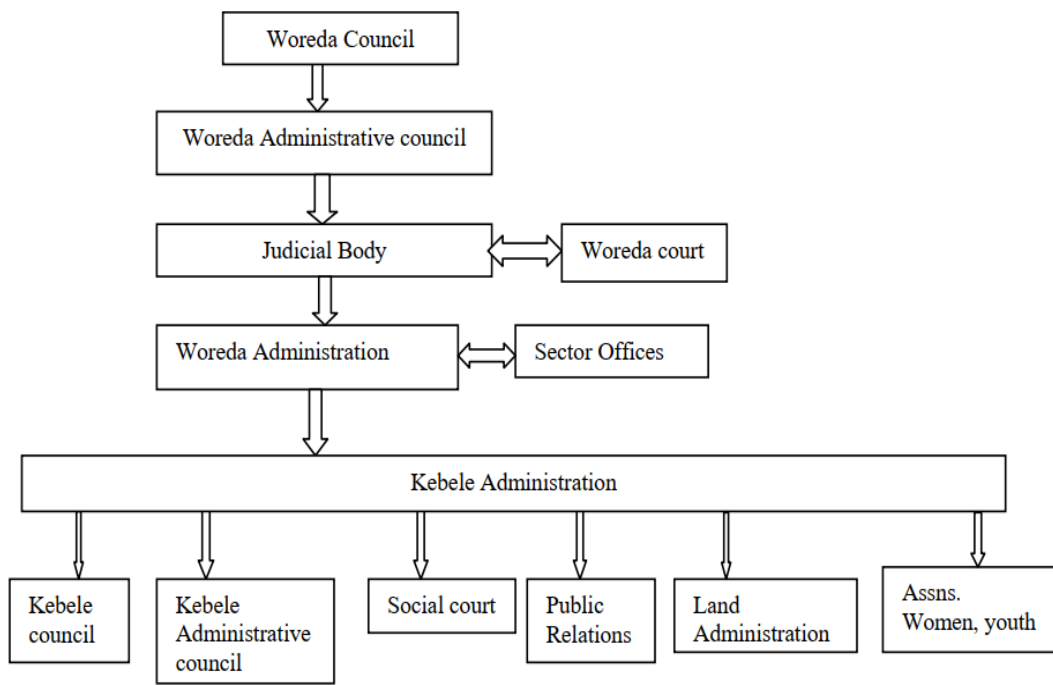
A standing committee is a continuing body although its membership may change. A standing committee is considered to be permanent, at least until there is a general reorganization of the system of committees of a council (University of Pretoria, 2016). Standing committees play the more important roles in the continuing process of local government (Laski, 1936).

Most committees specialize in matters dealing with one particular geographical area, activity or management aspect of local government. The majority of council committees are set up to deal with matters affecting a particular purpose or activity, such as justice, education or public health. Often the arrangement of these committees corresponds to a certain degree with the organization of the departments of the local authority. This arrangement along so-called vertical lines allows the education standing committee, for instance, to work closely with the education department.

The decisions of the committees must receive the approval of the council (Wheare, 1955). A council, through its leaders, may exercise its control over the committees in an informal manner, and much of the control over committee decisions may be exercised through informal contacts between committee and council leaders.

The size of the committee can vary considerably, but generally the size ranges between three and twenty members (University of Pretoria, 2016). An argument for the use of committees is that it enables fewer people than the whole council to be associated with a particular process. The workload of the council is passed on to smaller organs, which may more thoroughly assess relevant factors in making a decision. When the committees themselves are too large to deal with the volume of work presented to them, the committees tend to subdivide into smaller bodies or working groups (Ibid)). A committee may be used though, not just to enable fewer people to be associated with a particular process but also to enable more people to be associated with a particular process (Humes& Martin, 1969). The smaller membership of a committee of council does not preclude the possibility of using committees as an opportunity to expand public participation in the representative governmental process.

The nominations of committee members are approved by councils. Councils whose committees consist mainly of council members generally have a small group prepare a list of which members should serve on which committees.



Source:(*Tilahun, 2014*)

Figure 2 The Structure of the Wereda Administration

## **2.8.Good Governance in Ethiopia**

For many years, throughout Ethiopia histories, governance and administrative practices have been highly centralized. The like dimension and concepts of accountability, transparency, community participation and rule of law and anti-corruption were paid little attention. But, after departed from the old system of governance, the government existing by now organized the country in to decentralized federal government system. Accordingly, the decentralized form of governance has become in place replacing the country old system unitary forms of government. Based on the 1995 constitution of the country article 50(2) (3) the country is organized in to federal and regional states. And each of the states has the legislative, executive and judiciary functions similar to the federal government (Ethiopian constitution, 1995).

The constitution provides also the protection of different democratic rights such as the right to hold opinion, thoughts and free expressions, freedom of assembly, public demonstration and the right to petition, right to association, freedom of movement, and rights of citizenship. The constitution further provides for the structure and separation of the three branches of state.

Federal law-making power is granted to the bicameral parliament of the House of Peoples Representatives and the House of Federations, executive power is granted to the Prime Minister and the Council of Ministers and establishment of an independent judiciary. In addition to this, periodic general elections have been taken place four times in the last two decades (Ethiopian constitution, 1995).

Consequently, the government of Ethiopia has also shown its commitment to promoting good governance through ratifying a number of international human rights mechanisms, reforming domestic laws to harmonize with international human rights standards, emphasizing good governance in different policies and programs such as the SDPRP/PASDEP. Still recognizing

how far good governance is indispensable for poverty alleviation, the government of Ethiopia has been making efforts to achieve it (MoFED, GTP, V1).

According to Government reports, over last consecutive year, Ethiopia has achieved encouraging development results and maintaining an economic growth rate of 11 %. However, no much agreement on the rate between different actors, the international community has recognized the growth. It has also been reported that the country has come to enjoy the fastest improvement in the Human Development Index (HDI) among Least Developed Countries (LDCs). Moreover, it is determined to accelerate and maintain this development result while strengthening its good governance and democratic agenda (UNDP, 2012 Vol .I Developmental brief).

But In light of major variables of good governance such as legitimacy, accountability, transparency of government activities, rule of law, competency of government as well as the provision of an enabling environment for economic growth and development in the country, the Ethiopian governance performance proved to be one of the low performing systems in the world Shimelis (2015).

The current Government inherited a highly centralized and control oriented civil service. The civil service lacked autonomy while accountability to citizens was weak. These institutional shortcomings, in turn, hindered the effectiveness and responsiveness of the state in public service delivery (Fekadu, 2013).

Since 1994, the government of Ethiopia has embarked on a comprehensive civil service reform program designed to improve performance and strengthen accountability and transparency. Decentralization was also initiated as part of broad-based efforts to improve the effectiveness of the state in public service delivery and advance the democratization process. The laws, rules and regulations governing Ethiopia civil service have undergone changes in line with the 1995 Federal constitution to foster an impartial, ethical and accountable civil service. According to Fekadu (2013), the degree of compliance with rules in the Ethiopian civil service is, generally high and control systems such as payroll are relatively strong. However, the transition from a socialist to a market-oriented economy has necessitated a reorientation of the civil service toward a more service oriented public administration.

Over the last fifteen years, good governance has become a major area of focus by the Ethiopian government. The liberalization of the economy and the corresponding structural adjustments in

various economic, relative democratization of public life and the promotion of the private economic sector has triggered the demand for good governance in the country (Ethiopian Herald, 2015).

## **2.9. Selected African Countries Good Governance Experience**

### **2.9.1. South Africa**

South Africa government structure divided into four levels of administration: national, provincial, district, and municipal. There are currently 283 municipalities and the government divide them into three categories, A, B, and C. Category A encompasses the six largest cities. Category B consists of all other inhabited areas. Category C municipalities have populations that are very small and widely scattered. (Hoffman, 2008)

When the ANC (Africa National Congress) took power in 1994, two of its most important priorities were to reduce economic inequality and increase political accountability (McDonald and Pape 2002 cited in Hoffman, 2008). To carry out these efforts at the local level, the ANC government allocated local governments important political and economic powers (Hoffman, 2008).

The Local Government Transition Act (Act 209 of 1993) defined a three-stage process for the restructuring of local government. Elections were held for transitional local councils in 1995/96, 24 which allowed for some continuity of delivery until the second phase of local government reforms were launched. The councils were established by Local Government Negotiating Forums comprising, on a fifty-fifty basis, former local authority personnel and new interest groups previously excluded from the apartheid structures (Beall, 2004) .

### **2.9.2. Nigeria**

Local government councils derive their legal existence from the state and, all their human and financial resources as well. Also they do not possess any independent discretionary authority apart from the state (Joseph, 1996). However, the current period of democratization gives some hopes for the local governments to become independent of the state and map their own agenda of political and economic development. Constitutionally, they have direct access to financial resources. They carried the burden of the provision of most of the basic social and infrastructure

services, and basic health and educational services as well as agricultural extension. Accordingly, local government councils are expected to play a critical role in the democratization of their administrations and communities.

Despite the appearance of party competition, democracy is far from being a reality in local government administrations in Nigeria. The most threatening problem is that local governments in Nigeria became a cesspool of political and administrative corruption. Indeed, it is logical to argue that local governments are to show to people the image of good governance by promoting accountability, but most of them are involved in a most crude form of corruption, which send to people a great hatred of the democracy (Olowu, 1996).

The local government is the closest tier of government to the people in Nigeria, yet the resident population in it is denied the benefits of its existence. The failure of the local governments in the area of service delivery has made the citizens to lose trust in government as an institution. In some areas, council officials are better known for the harassment of citizens than service delivery. Many Nigerians crave for change in the local government system as presently constituted in order to not only bring it in conformity with present day realities but also to make it live up to the expectations of the people who have been yearning for grassroots development. But this will however require many processes like constitutional amendments and inputs from the civil society (Yusif, 2008)

## **2.10. Conceptual Framework**

The conceptual framework of this study established below is developed by the researcher after a thoroughly reviewing the literature related to the subject under study. The arrows indicate the proximity of the independent variables to the dependent variable. The dependent variable is good governance and the independent variables are accountability and transparency.

Figure 3 Conceptual Framework for the study

## CHAPTER THREE

### 3. RESEARCH METHODOLOGY

#### 3.1. Description of the Study Area

Dalocha is one of the Weredas in SNNPR. Part of the Silt'e Zone, Dalocha is bordered on the south by Sankurra, on the west by Wulbareg, on the north by Silte and on the east by Lanfro Weredas. Town in Dalocha includes Dalocha. Western part of Dalocha was used to establish Wulbareg Wereda.

Dalocha has 32 Kms of all-weather roads and 36 Kms of dry-weather roads, for an average road density of 90 Kms per 1000 Km<sup>2</sup>.

Based on the 2007 census conducted by the Central Statistics Agency and the rate of population growth, Dalocha Wereda now has a total estimated population of 115,807, of whom 57,976 are men and 57,831 women; 7.56% of its population are urban dwellers. The majority of the inhabitants were Muslim, with 98.07% of the population reporting that belief, while 1.64% practiced Ethiopian orthodox Christianity. Among the total population reported 39,573 males and 37,640 females were under 18 year of age.

The two largest ethnic groups reported in Dalocha were the Silte (97.63%) and Amhara (1.4%); all other ethnic groups made up 0.97% of the population. Silte is spoken as the first language by 97.41% and spoke 2.14% Amharic; the remaining 0.54% spoke all other primary languages reported.

Concerning education, 41.74% of the population were considered literate, 29.34% of children aged 7-12 were in primary school, 21.52% of the children aged 14 and above were in secondary school, and 18.36% of the inhabitants aged 18 and above were in preparatory school.

The Wereda has totally nineteen kebele which includes Dalocha 01 (Sojat), Dalocha 02 (Ferejat), Diledate Wezer, Germama, Chaimo Qoro, Gola Kure, Wanja Shola, Golocheba, Ebot Trora, Dube Godebamo, Burqa Dilapa, Dalocha Talqasa, Gete Kutiyo, Ebot, Jigena Lasho, Meteya Dange, Nadugne Lola, Nadugne Agamo and Inqat Agamo. Each of the kebele has three (3) representatives in the Wereda Council which makes a total of fifty-seven (57) Wereda Council members.

The Wereda Council has three standing committee: Women, Youth and Social Affairs; Law, Justice and Democracy Affairs; and Economic Affairs. Each standing committee has a chairman.

The committees will hear report of the work of sector offices every quarter of the year. If there is a shortcoming on the report, the committees pay a visit of the workplaces.

Concerning the choice of the Wereda by the researcher, the researcher grew up in the study region and very familiar with the community and the area. So, this will make data collection from the area relatively easier. Good governance is what the Wereda people always asking for and they often complain about the improprieties in the Wereda's government sectors as the researcher observed from the compliant record in the wereda administrative office.

### **3.2.Study Design**

In order to achieve the research objectives, which set previously, this study adopted a descriptive research design. According to Mugenda et al.(2003), descriptive survey enables the researcher to utilize both qualitative and quantitative in an objective manner without altering the study environment. When collecting data, a researcher remain objective and only interpret data and information as received (Saunders et al., 2014). To avoid study biases, a researcher not supported to introduce his opinions into the study. As a result, descriptive survey research design was suitable for this study since it allowed the research objectivity, and also it enabled the researcher to summarize data using descriptive and inferential statistics, and as such, making it easier to understand the findings.

Along with the descriptive research design, cross-sectional survey was employed. Because it enables the researcher to collect data at a given point in time to describe the status of the present situation. Qualitative and quantitative research approaches also employed in this study. The two basic methodological approaches to which different studies might naturally lend themselves are the qualitative and the quantitative methods. Whilst qualitative research is more descriptive, quantitative research more often draws inferences based on statistical procedures and often makes use of graphs and figures in its analysis (Ghauri and Grønhaug, 2005).

### **3.3.Study Population**

For this study, the population under study were governance actors of DalochaWereda. These include the members of the Wereda Counciland Wereda dwellers who are over 18 year of age. This is because the wereda council business in good governance promotion was what the research about and the council members and the kebele dwellers are direct participants.

The target population consisted of 16,735 among which 57 are members of the Wereda Council and the rest are Wereda dwellers above 18 years of age. Among the Wereda dwellers those over 18 years of age are chosen since it is the age any one will start to participate in political activities and they are assumed to have better information concerning the issue under investigation. The Wereda dwellers spread over 19 Kebeles of Wereda.

The study was done on four selected Kebeles of the Wereda namely Dalocha 01 (Sojat), Germama, Dube Godebamo, and Dalocha Talqasa.

Table 1: Population Distribution

<b>C a t e g o r i e s</b>	<b>Population</b>	<b>Male</b>	<b>Female</b>	<b>%</b>
Wereda Council member	5 7	3 5	2 2	0.34
D a l o c h a 0 1	6 , 4 2 0	3,401	3,019	38.36
G e r m a m a	3 , 2 2 1	1,780	1,441	19.25
D u b e G o d e b a m o	2 , 5 6 4	1,310	1,254	15.32
D a l o c h a T a l i q a s a	4 , 4 7 3	2,270	2,203	26.73
<b>T o t a l</b>	<b>1 6 , 7 3 5</b>	<b>8,796</b>	<b>7,939</b>	<b>1 0 0</b>

The total study population for this study would be 16735 among which 57 are members of the Wereda Council and 16,678 are dwellers of the selected Kebeles who are above 18 years of age.

### 3.4. Sample Size Determination and Sampling Technique

Four Kebeles of the Wereda are included in this study. The kebeles are selected by purposive sampling. The rationale for adopting purposive sampling technique lies due to the difference in the population size, socioeconomic condition, and geographical disparity observed among the Kebeles.

Since it was difficult to cover all kebeles in the wereda the researcher picked kebeles those have difference in population size, socioeconomic condition, and geographical disparity. Thus, why four kebeles were selected.

The study adopted a stratified sampling because of the heterogeneity in the population, and need to be sampled based on their classified groups. The study population as described above consist Wereda Council members and dwellers of the selected Kebeles. Simple random sampling technique was used to pick actual sample from each stratified group. Simple random sampling from each stratum provide each member an equal opportunity of being sampled.

Purposeful sampling for focus group discussion was employed. Because the researcher aimed to get detailed information regarding the issues. Individuals with enough knowledge regarding the issues were needed. During selection of individuals for the discussion age, educational status, social status and gender etc. was taken into consideration relevant to a particular research question.

For this study, Krejcie and Morgan (1970) formula was used to determine the sample size as follows

$$s = \frac{X^2NP(1 - P)}{d^2(N - 1) + X^2P(1 - P)}$$

Where: -s = required sample size, N = the population size

$X^2$  = the table values of chi-square for 1 degree at the desired confidence level (3.841). This makes the researcher more confident with the sample taken for the study and enables to take a satisfactory amount of sample from the study population.

P = the population proportion (assumed to be 0.50 since this would provide the maximum sample size)

d = the degree of accuracy expressed as a proportion (0.05)

$$s = \frac{3.841 * 16735 * 0.5(1 - 0.5)}{0.05^2(16735 - 1) + 3.841 * 0.5(1 - 0.5)}$$

$$s = \frac{16069.78375}{42.7952}$$

$$s = 375$$

Therefore, the total sample for the study would be **375**

Table 2 Sample size distribution

Categories	Population				Sample		
		Male	Female	%	Male	Female	Total
Wereda Council member	5 7	3 5	2 2	0.34	1 9	1 1	3 0
Dalocha 01	6 , 4 2 0	3,401	3,019	38.36	7 0	6 2	1 3 2
Germama	3 , 2 2 1	1,780	1,441	19.25	3 7	3 0	6 7

Dube Godebamo	2 , 5 6 4	1,310	1 , 2 5 4	15.32	2 7	2 6	5 3
DalochaTaliqasa	4 , 4 7 3	2,270	2 , 2 0 3	26.73	4 7	4 6	9 3
<b>T o t a l</b>	<b>1 6 , 7 3 5</b>	<b>8,796</b>	<b>7,939</b>	<b>1 0 0</b>	<b>2 0 0</b>	<b>1 7 5</b>	<b>3 7 5</b>

The sample assigned for each kebele proportionately. A sample size of 30 is assigned for the council members. They were selected purposively. The rest of the total sample 345 is distributed to the four kebeles proportionally.

For Dalocha 01 kebele:

The total population is 6420. Total the percentage of this population as part of 16678 is given by

$$\frac{6420}{16678} * 100\% = 38.49\%$$

Therefore, 6420 is 30.49 % percent of 16678. To have a proportionate sample, the sample from the Daolcha 01 Kebele should be 38.49% of 345 which is given by

$$\frac{345}{100} * 34.49 = 132$$

This implies that the total sample form Dalocha 01 Kebele would be 132. To assign the sample for male and female in the kebele, it should be known that how much percent each of them are in the kebele.

For males make  $\frac{3401}{6420} * 100\% = 52.98\%$  and females make 47.02% of the population. The proportionate sample both sexes is given by:

$$\text{For male } \frac{132}{100} * 52.98 = 70 \quad \text{and for female } \frac{132}{100} * 47.02 = 62$$

Assigning sample size for other kebeles found following the above steps.

### 3.5.Data Collection

For this in this study both quantitative and qualitative data from both primary and secondary sources was employed. The primary data are questionnaires for sample survey and key informants' interview. Secondary sources like data and factual information from various published materials, official documents such as the constitution and legal instruments,

newspapers, etc. referred. Books, working papers, articles, journals, reports, and statistical documents was also employed.

## **I) Primary Sources**

### **A) Questionnaire**

Data were collected using a pretested self-administered structured questionnaire to address all variables of interest. Both open ended and close ended questions were included in the questionnaires.

Different questionnaires were prepared for kebele dwellers and councilors and totally 375 questionnaire papers were administered for respondents. The questionnaire is initially prepared in English and translated to Amharic. It is prepared based on the objective, literatures reviewed and the conceptual frameworks developed for this study.

### **B) Key informant Interview**

Four unstructured interviews were held with the Council Speakers and leaders of the three standing committees.

### **C) Focus Group Discussion**

Focus group discussions were held on the topics of challenges of good governance promotion for the council. There were two groups having six members each of which consisted three from the Wereda Dwellers and three from Wereda council. The focus group discussion helps to triangulate and determine the council's effort to be transparent and accountable.

## **II) Secondary Data**

The secondary data more or less were collected from published and unpublished documents, and magazines that were made available. Other books, reports and internet source were also used in the process of data gathering. FDRE constitution, SNNPR revised constitution, minutes, and reports compiled by the spokesperson office and standing committee also consulted.

## **3.6. Method of Data Analysis**

Data collected through tools mentioned previously consisted both qualitative and quantitative data. The quantitative data were analyzed using descriptive analysis. Simple statistical techniques like means, percentages and tables were used for this purpose. While qualitative data were analyzed by arranging and portraying the data collected through interviews in a way that

help to detect patterns or problems, explore associations that exist in the data. In this analysis reiteration and elaborations of key concepts and suggestions are made on the findings that fit with the existing literature under investigation.

### **3.7 Ethical Considerations**

This study was conducted in a manner that is consistent with ethical issues that need to be considered in conducting a research. Accordingly, letter from the Department of Civics and Ethical Education was written for the concerned bodies. Moreover, a prior full consent of the respondents was asked before conducting the interview. Data gathered from those who did not want to be quoted analyzed anonymously.

## CHAPTER FOUR

### 4. RESULT AND DISCUSSION

#### 4.1.Introduction

The findings of the study are discussed in this chapter. The chapter attempts to highlight and restate methodology of the study and overview of the council's operation followed by presentation of primary and secondary data along with their analysis and implications.

This is descriptive and explanatory study designed to look into the operation of Dalocha Woreda council in relation with good governance principles. The study is aimed at explaining factors that challenged the activity of woreda councils in promoting good governance. It also seeks to identify the woreda council's effort in promoting good governance in the Woreda.

Dalocha Woreda council is taken as a focal point for this study because the council in the Woreda holds strategic position and is close to the public so that they need to be functional and alert to respond to the public demand.

The Woreda has two tiers with woreda and Kebele. Currently, a total of 19 Kebeles are found in the Woreda. Most Kebele have similar structure but hardly any different in terms of socioeconomic conditions and geographic disparity.

Given this fact the researcher selected four Kebeles namely Dalocha 01, Germama, Dube Godebamo and DalochaTaliqasa.

The researcher grouped the study sample into two strata; dweller and council members. After doing this the researcher randomly picked dwellers from selected kebeles and council members to administer questionnaire. The number of samples from each Kebele was proportionate.

The researcher distributed a total of 375 questionnaires out of which 30 were distributed among the council members and the rest among dwellers of the selected Kebeles. According to the proportion of their population 132 questionnaires were distributed for Dalocha 01 Keble dwellers; 67 for Germama; 53 Dube Godebamo; and 93 for DalochaTalikesa. The researcher collected all of the questionnaires distributed both among Kebele Dwellers and council members.

In addition to that the chairperson and all the standing committee leaders were interviewed. To raise the quality of data obtained and to triangulate the responses focus group discussion and analysis of the necessary document were also made.

## 4.2.General Characteristics of the Respondent

Under this topic, socio demographic characteristics of the respondents which include gender, age, party and educational background are presented the result has been summarized as follows:

Table 3 characteristics of respondents

I t e m		Category							
		Council member	Dalocha 01	Germama	D u b e Godebamo	Dalocha Talikesa			
Gender	A ) M a l e	7	0	3	7	2	7	4	7
	B ) F e m a l e	6	2	3	0	2	6	4	6
A g e	A ) 1 8 - 3 0	2	1	0	1	2	7	1	3
	B ) 3 1 - 4 0	1	9	4	4	0	3	0	5
	C ) 4 1 - 5 0	6	2	0	1	0	7	1	5
	D ) > 5 0	2	8	5	5	9	9	6	6
Educational status	A)Basic writing and reading	1	4		7		9		6
	B) primary school	5	4	0	3	2	3	2	5
	C) High school	5	1	5	1	7	1	1	2
	D) Diploma	2	3	9	1	1	-		1
	E) 1 <sup>st</sup> Degree	1	3	4	-		1		2
Party	A) Ruling part								
	B) Opposition part								
	C) P r i v a t e								

Source: own survey (2020)

As it is depicted in the Table 3 above, the sex composition of the respondent reflected that 46.67% of the total respondents were female and the remaining 53.33% were male respondents. Regarding the council members the composition of gender implies that male councilors are actively involved in the council business as the sample selection is done based on active involvement. When we look at the general profile of all councilors in the sample woreda, female representation is low (refer Appendix V)

With regard to age composition, young respondents with the age range 18-30 constitute 11.73% of the total respondent. While majority of the sample respondent were adult that fall under the age range of 31-40 constitute 64.8% of the respondent, age range of 41-50 holds 15.46% and age above 50 accounts 8% of the total respondents. Regarding the respondents from the council young councilors account only 6.67% of the total 30 sample from the council. According to appendix V out of the total council members 5.26% are in age range of 18-30 and 43.85% are 31-40 years of old.

The third item of Table 3 shows the educational background of respondents. Accordingly, 11.46% of the total respondents who are able to only read and write. 35.73% of the total respondents have primary education background which constitutes the majority. 20% and 16 % of the total respondents are high school complete and diploma holders respectively. First-degree holder accounts 16% of the total respondents. From the total sample of 30 council members 17 (56.67%) members have only basic writing and reading skill. In general, the overall educational status of councilors is elementary education background.

The duties and responsibilities of councilors demanded well aware, qualified and educated councilors who are able to oversee the service delivery process, review budget of woreda, and amplify the needs & interests of communities. With this given educational status it is not viable to imagine that councilors successfully accomplish their assigned duties unless they equipped with the necessary knowledge of governance, budget and public service delivery.

The last item in Table 3 depicts that 100% of the total respondents replied that they belong to the ruling party and there is no opposition party and private candidate as well in the council.

A document review also confirmed the fact that there are no opposition parties and private candidates' councilor though the country officially declared the multi-party politics and democratization. As it was learnt from interview held with chairpersons, there was no opposition part presented for election contest by the time and the ruling party single-handedly competes and wins the race.

#### **4.3.Importance of Local Level Council System to Local Administration**

The inevitability of the local level council should not be questioned given that, ideally it furnished all the way to democracy, good governance and maximum benefit of the society. But all these virtues realized when all the stakeholders are conscious of it and strive for implementation. Accordingly, in the following table respondents were asked few questions that can disclose the above issues.

Since the study sample is grouped into two strata separate questionnaire is prepared for both strata viz kebele dwellers and council members.

Table 4 Importance of Local Council Set up System

No.	statements	Council members		Dwellers		T o t a l	
		Feq.	%	Feq.	%	Freq.	%
1	Do you believe that the local level council system set up is necessary? Y e s	2 5	83.3	108	31.3	1 3 3	35.46

		N	o						
		I don't know	5	16.67	157	45.5	212	61.44	
2	Are council's regular meeting well attended by councilors?	< 50 %	7	23.3	-	-	7	23.3	
		51 % - 75 %	19	63.3	-	-	19	63.3	
		75 % - 100 %	3	10	-	-	3	10	
		I don't know	1	3.3	-	-	1	3.3	

Source: own survey (2020)

Item 1 of the above table depicted that, 35.46% (25 from council members and 133 from the kebele dwellers) of the total respondents replied that the system is very necessary and essential. But the remaining 5 from sample of 30 council members and 212 from the total of 345 sample kebele dwellers do not know whether the local council system is necessary.

The respondents and interviewed individuals further averred that, it is no doubt that the system is very necessary and when they justify their answer they replied that if it is correctly made ground the system is very important to solve community problem as there is no government institution close to the public like the council at woreda level. The interviewee also rationalized that the system is good mechanism to ensure good governance at local level, helps the community to have a sense of part of government, introduced government policies & programs and it is a training ground for future political leadership as well.

As it is clearly depicted in the second item of the above table, 51-75% of the councilors attended regular meetings of the council as replied by 63.3% of total respondents. But 23.3% of the total respondent replied that less than 50% of the total councilors attend regular meeting and discussion of the council. These respondents rationalized that the low attendance level of councilors is due to the meeting place and time as meetings are usually held during night time and on Sunday, a day that for most social, religious and related practice carried out and make councilors often busy. In addition, the council do not own a meeting avenue. Due to this issue meetings usually held in a venue of different government sectors.

Nevertheless, what the entire respondent justifies is the ideal virtue of local democracy while the existing reality at woreda level reveals that council practically do not provide the intended benefit to the local people. Therefore, it can be deduced that councilors and workers of the council office have better understanding of the system and its ideal benefit even though they had never been offered to training program that can boost up their awareness.

#### 4.4.Measurement of Transparency of the Council and the Councilor to the Constituents

Transparency is a crucial thing as far as good governance is concerned. Good governance in its broadest sense implies a form of administration characterized by accountability, transparency, rule of law, participation, representation... etc. Woreda councils are the highest public institution in the woreda administration and supposed to be participatory, accountable and transparent in dealing with the community.

Questions related to transparency are included in both questionnaires i.e. questionnaire for kebele dwellers and for council members. The researcher believed asking this question both sides help to triangulate the answers from both sides.

Table 5 Questions related to transparency of the council and councilors to their constituents which are answered by council members

No.	S t a t e m e n t s	Council members		
		F r e q .	%	
1	How often do you consult your constituents per a year?	E v e r y m o n t h		
		Every three months	5	16.67
		Twice a year	2	5 8 3 . 3
		N e v e r		
2	How systematic are arrangements for members of the council to report to their constituents about their performance in office?	V e r y h i g h		
		H i g h	5	16.67
		F a i r	1	0 33.33
		L o w	9	3 0
		V e r y l o w	6	2 0
3	How often the council provide regular and clear information of its decisions, achievements and budget to the public?	I d o n ' t k n o w		
		A l w a y s		
		M o s t l y	3	1 0
		S o m e t i m e s	1	7 56.66
		R a r e l y	8	18.88
4	Appointment of executive body (cabinet) is transparent and based on accountability?	N e v e r	2	6 . 6 7
		S t r o n g l y a g r e e	8	18.88
		A g r e e	1	9 63.32
		D i s a g r e e	3	1 0
		S t r o n g l y d i s a g r e e		

Source: own survey (2020)

Table 6 Questions related to transparency of the council and councilors to their constituents which are answered by kebele dwellers

No.	S t a t e m e n t s	Kebele dwellers		
		F r e q .	%	
	How often the representative of your Kebele in Woreda council pay a visit and consult the constituents?	E v e r y m o n t h	-	-

1		Every three months	-	-		
		Twice a year	-	-		
		Once a year	7	9	22.89	
		Never	2	1	5	62.32
		I don't know	5	1	14.78	
2	How often the council provide regular and clear information of its decisions, achievements and budget to the public?	Always	-	-		
		Mostly	-	-		
		Sometimes	3	8	1	1
		Rarely	1	1	2	32.46
		Never	1	9	5	56.52
3	Appointment of executive body (cabinet) is transparent and based on accountability?	Strongly agree	1	2	3.47	
		Agree	4	7	13.62	
		Disagree	2	0	2	58.55
		Strongly disagree	8	4	24.34	
4	To what extent the Council's procedure allows citizens to provide input before decision made?	Very high	-	-		
		High	6		1.73	
		Medium	1	0	2.89	
		Low	6	0	17.39	
		Very low	2	6	9	77.97

Source: own survey (2020)

Woreda level council as a principal organ of woreda administration should serve as a bridge between the woreda service provider and service seeker. In doing so, they need to maintain close relationship with the community.

Item 1 of table 5 above shows that 16.67% of the total respondents replied that they have consulted their constituencies every three months and 83.3% of the total respondent visited their constituents twice a year to determine problems and questions of community. But majority of the kebele dwellers respond to the same questions that their representatives do not have a culture of consulting and visiting their community. 22.89 % of the total respondent from the kebele said their representative consulted them once a year and 62.32 replied that the councilors never consulted the community.

Item 3 from table 5 and item 2 in table 6 depicted the responses of council members and kebele dwellers respectively toward the question related to providing information about the council decision, budget etc. to the public. As it can be seen from the above tables the favorable and unfavorable opinions of both council members and kebele dwellers on this question are weighed, 10% of the council members said that the council provide information to the public most of the time and 56.66% of them replied sometimes, where as majority of the dwellers reflected disagreed with this. 56.52% of the kebele dwellers said the council never provide information

about its work to the public and 32.46% of them replied that the council rarely inform the public about the decision, budget and its achievements to the public.

Based on the two group discussions which are facilitated by the researcher, participants agreed that the allocated budget for the woreda is posted on the displaying board. But the council hardly provide any other information to the public. This implies that, the woreda council is not transparent enough in reaching the information to the public which play a vital role to have access information about the council's activities and accountability.

According to the open-ended questions which are answered by the kebele dwellers, most of them want to have an understanding of council's activities, decisions and achievements. 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 decisions are not enforced in a manner that follows specified rules and regulations. The decisions are not vividly observable for the residents of the wereda. The tradition of sharing public information in a systematic or formal manner is not well developed.

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 was held the council speaker and he said that once the chairman of the cabinet or the chief administrator of Dalocha Woreda Administrative was 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. Some of the cabinets are those who the public was complaining about their corrupt acts and inefficiency in their previous work place.

The last item in Table 5 and item 3 of Table 6 indicate the responses of council members and kebele dwellers for the transparency of the appointment of cabinet by the council. Item 4 of

Table 6 above presents the level of agreement or disagreement to the statement appointment of cabinet or head of departments or sector offices is transparent 10% of the council members were replied as disagree on transparency and accountability of the appointment of the cabinet, and 18.88%, and 63.32% of the council members replied as strongly agree and agree respectively.

However 58.85% and 24.34% of the kebele dwellers of the council members were replied as disagree and strongly disagree on transparency and accountability of the appointment of the cabinet 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, 286 (82.84%) of the dwellers and 3(10%) of the council members have negative impression on the issue, and 59 (17.1%) of the dwellers and 27(82.2%) of the council members 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 kebele dwellers respondents are required to state about the factors that hinder the council'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.

Item 2 of Table 5 shows the reporting system/accountability of the council to their constituency. Accordingly, 16.67% of the total council members respondents replied that there is high systematic arrangement for councilors to report to their constituency about their performance in office. For 33.3% and 30% of the total respondent there is fair and low arrangement available for councilors to report to their constituency respectively. The remaining 20% respondents replied there is very low systematic arrangement for the councilor to report their constituency about their performance in office.

Information gathered through document analysis shows that there is no arrangement installed to make councilors accountable to their constituency and even code of conduct of the council failed to specify how and when to report. From the group discussion held it was also confirmed that there is no councilor who report what he/she accomplished in the office to his/her constituency.

Item 1 of Table 6 discloses that 1.73% of the dweller respondent agreed that the council internal structure and procedure highly allows citizens to provide input for decision, while 2.89% and 17.39 of the total respondent replied that the council’s procedure suitability for the participation of woreda people are moderate and low respectively. But 77.97% of the total respondent replied very low.

Analysis of the document like member’s code of conduct and procedural rules of the council indicated that, the system some how allows the involvement of citizens in decision. But council in general and councilors in particular do not formally consult communities to get input and feedback for decision. The consulted document, failed to mentions issues of when to consult communities. Similarly, majority members of the community confirmed that they have not seen any attempt by the council to make them part of the decision maker.

Therefore, as the above presentation discloses, the transparency, accountability and participatory of councils at the sample woreda is low and with the absence of this basic good governance principles, it is easy to understand the insignificant role of the council in the process of good governance promotion.

#### 4.5.Measurement of Accountability of the Council and the Councilor to the Constituents

The idea of good governance at local level is with the intention to address the needs, interests and problems of local people by closely interacting with people who really face the problem. An organized Council at local levels is meant to serve as a bridge between the public and bureaucracy through a mechanism of amplifying the community interests and taking back the executives’ response to the local community. The following tables shows the councils response towards the community problem and accountability of the councilors to the constituents in general. The first table shows the response of the council members and the second one the response of kebele dwellers.

Table 7 Questions related to accountability of the council and the councilor to the constituents which are replied by council members

No.	Statements	Council members		
		F r e q .	%	
1	Have you ever raised your community problem in the council's meeting?	Y e s	1 9	63.33
		N o	1 1	36.66
2	If your answer is yes for the above question, what was the council's response to your community's problem?	The council gave promising response	9	3 0

		The problem get resolved	4	13.33
		The council did not give any attention	6	2 0
		O t h e r	-	-
3	If your answer is no for Q1, why did not you raise such issue?	There is no problem in the community that I represented	-	-
		I could not recognize any problem	-	-
		I did not have time to consult with the community to identify the problems	5	16.66
		I know that the council will not give me positive answer if I raise it	6	2 0
4	How the council respond to call and opinion the Chief Administrator and other officials and to accept the charges of their responsibility?	R e g u l a r l y	2 5	83.33
		S o m e t i m e s	5	16.66
		R a r e l y	-	-
		N e v e r	-	-
5	How effective are standing committees in carrying out their oversight function?	V e r y h i g h	3	1 0
		H i g h	2	6 . 6 6
		M e d i u m	1 0	33.33
		L o w	1 3	43.33
		V e r y l o w	2	6 . 6 6
6	Has there been a survey conducted by the council to determine public perception of the service quality in the woreda?	Y e s		
		N o	9	3 0
		I d o n o t k n o w	2 1	7 0

Source: own survey (2020)

Table 8 Questions related to accountability of the council and the councilor to the constituents which are replied by kebele dwellers.

No.	Statements	Kebele dwellers		
		Freq .	%	
1	In your opinion how effective the council at the woreda is in addressing the societal problem?	Very high	-	-
		H i g h	8	2 . 3
		F a i r	7 0	20.28
		Low	7 7	22.31
		Very low	1 9 0	5 5
2	Has there been a survey conducted by the councils to determine public perception of the service quality in the woreda?	Y e s	-	-
		N o	1 2 9	37.39
		I do not know	2 1 6	62.61

Source: own survey (2020)

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5	4	3	2	1
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*Table 9 Questions related to accountability of the council and the councilor to the constituents which are replied by kebele dwellers*

1- Strongly agree, 2-Agree, 3-Neutral, 4-disagree, 5-strongly disagree

Source: own survey (2020)

1	Councilors put party interests before the interests of the community	1 (0.28%)	6 (1.73%)	1 9 (5.5%)	9 7 (28.11%)	2 2 2 (64.34%)
2	Councilors are committed to improving the quality of life of the residents of the woreda	1 5 6 (45.21%)	8 0 (23.18%)	7 0 (20.28%)	2 9 (8.40%)	7 0 (20.28%)
3	Councilors abuse their positions for personal gain	1 3 (3.76%)	4 0 (11.59%)	1 0 5 (30.43%)	1 0 8 (31.3%)	7 9 (22.89%)

Table 7 item 1 shows that majority of the council member respondent i.e. 63.33% amplify their community problem during the council's meeting. As the very essence of good governance is presenting community need to the concerned body, councilors are presenting their community problem and needs to the woreda executives. The rest 36.66% did not present the problems of the community that they represent, to the regular meeting of councils.

In item 2 of table 7, a question was forwarded to those respondents who have been presenting their community problem, about the status of the issue they raised. Accordingly, 13.33% of the total respondent responded that the community problem they raised have got resolved with the help of the council. The council has also given a promising response to 30% of the respondents who has raised their community question as well. The remaining 20% replied that the council after all did not give attention to the question they have raised.

Despite the fact that the very reason for the existence of the council is to alleviate community problem and serve as bridge between the community and woreda executives, substantial amount of community problem raised remain unresolved or unrealizable promise is given to the community. From the document analysis specially the minutes that the researcher read it is confirmed that councilors repeatedly raised the problems that are not yet solved.

Item 3 of table 7 shows the rational for councilors for their failure to raise community question in the council regular meeting. Among those respondents who said "no" for question item 1, 16.66% justify that their failure to raise community problem is due to lack of time to consult the community to identify common problem. The remaining 20% replied that during their term in office they do not seen a problem resolved and positively deal by the council. So, they would rather to keep questions since the council does not give them positive response.

Even though 63.33% of the council members said they raised the societal problem to the council, 30% said the got promising response and 13.3% said the problem get resolved, the majority of the kebele dwellers said the effectiveness of the council in solving societal problem is very low.

In item 1 of table 8 55% and 22.31% of the total kebele dweller respondent said the effectiveness of the council in addressing societal problem is very low and low respectively.

Calling and questioning the chief administrator and other official and investigate the discharge of the responsibility is among the major power and function given to the local council by the regional constitution. Item 4 of table 7 reflects the response of the council members to the practice of this power and function by the council.

Accordingly, 83.33% of the councilor member respondents replied that the council regularly call the chief administrator and other officials. The remaining 16.66% of the total respondent replied that the council calls and questions the chief administrator and other official and investigate the discharge of the responsibility sometimes.

Item 6 of table7 and item 2 of table 8 show the response of the councils member and kebele dwellers toward the question whether the there was a conducted survey to determine public perception of the service quality in the wereda or not. 70% of the council members do not know about the survey and 30% of them confirmed that there was no such survey. 37.9% of the total kebele dweller respondent confirmed that no survey was conducted by the council and 62.61% of them have no idea about the survey.

Item 5 of table 7 shows the effectiveness of woreda's standing committee in caring out their oversight function over woredas sector office. Accordingly, 43.3% of the council member respondent replied that the effectiveness of standing committee to perform its duty is low while 33.33% and 10%of the respondent answered that the effectiveness of the standing committee was medium and high respectively. The remaining 6.6% of the total respondent replied that the effectiveness of the standing committee in oversees the sector office was very low.

Most of the council activity carried out through the arrangement of standing committee and for each sector office there is a standing committee assigned to oversee their performance in delivering service. As the interview and document analysis indicates that, the standing committees assigned to oversee the service delivery do no work properly and full heartedly because of partly personal and partly external problem. Personally, most committee members do not have time, expertise, commitment and willingness to do their job. Externally lack of cooperation from sector office and lack of finance and material challenged the tasks of standing committee. As the committees are impeded by internal and external problems, they do not have significant contributions towards promoting good governance in the woredas under study.

In table 9 above, respondents were asked to put the level of agreement on the statements that describe the council's conduct of business. In item 1 of the table, 64.34% and 28.11% of the total dweller respondent respectively strongly agree and agree on the statement that states councilors put party interests before the interest of the community. In item 2 of the table, 45.21% and 23.18% of the total dweller respondent respectively strongly disagree and disagree on the statement states that the councilor committed to improving the quality of life of the residents of the wereda. In the last item of the table majority (22.89% strongly agree and 31.3 agree) of the respondents agree on the statement.

In addition, participants of the group discussions argued that during their term in office some councilor strives to fulfill their party interest instead of community interest and they prefer party interest than public interest when these two interests are in a state of conflict. From the response of most of the dweller respondents, it was learnt that some councilors become office with the intention to secure job and position in the woreda administration while others also have the intention to get other benefit.

#### **4.6. Good Governance Essences Reflected in the Conduct of Woreda Council**

Good governance in its broadest sense implies a form of administration characterized by accountability, transparency, rule of law, participation, responsiveness, consensus oriented, equity and inclusiveness and effectiveness and efficiency. Woreda councils are the highest public institution in the woreda administration and supposed to be participatory, accountable and transparent in dealing with the community.

##### **4.6.1. The mechanism the Council Apply**

According to the constitution of SNNPR the woreda council that is with the highest authority. It has mechanisms to discharge its responsibilities and ensure good governance. Thereby ensure the development of the woreda.

The council has three standing committees viz economic affairs; law, justice and democracy affairs; and youth, women and social affairs. Through these committees the council oversight and follow up the works of the woreda sector offices.

Table 10 The mechanism the Council Apply (responses of the council members)

1- Strongly agree, 2-Agree, 3-Neutral, 4-disagree, 5-strongly disagree

5	4	3	2	1
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A	The woreda sector offices regularly submit a report to the council	20 (66.67%)	7 (23.33%)	3 (10%)	-	-
B	The council conducted supervision and follow up on the basis of reports	18 (60%)	9 (30%)	-	3 (10%)	-
C	The council ordered an audit to be conducted on the sectors when necessary	-	-	16 (53.33%)	10 (33.33%)	4 (13.33%)

Source: own survey (2020)

In item 1 of the above table the majority (66.67%) of the total council member respondents strongly agreed on the regular submission of report to the council by the sector offices. In the second item of the table 60% and 30% of the total respondents said strongly agree and agree on the conduct of supervision and follow up of the sectors by the council. On the last item the most respondents disagreed on the order of audit on the sector offices.

According to the document analysis the standing committee supposed to conduct the supervision and follow up task, to examine the report of the executive on every quarter of a year and based on the supervision present its suggestion.

However, the group discussions and interviews confirmed that Moreover, woreda sector offices are not cooperative to the standing committee who are formally assigned to oversee the service delivery of each sector office. According to committee members interviewed, sector offices hide information and close their door when committee members visit their office to observe the quality of service delivery. It is also confirmed by interview held with chairperson and secretariat of standing committees that they face finance and material problem in the process of doing their business.

#### 4.6.2. Operational Autonomy of Woreda Council in Conducting its Business

The decentralization program in Ethiopia has been aimed to create autonomous regional and local governments. Accordingly, power and resources are required to devolve to lowest unit of government so that they independently act and decide on their issues. The following table shows the autonomy of woreda council in performing their duties and responsibility.

Table 11 Autonomy of the council based on council members

No.	Statements	Council member		
		F r e q .	%	
1	In your opinion how much independent is the council from the higher tier?	V e r y h i g h	-	-
		H i g h	3	10
		F a i r	5	16.66

		Low	1 9	63.33
		Very low	3	1 0
2	How often the council bring its own agenda for discussion?	For all meetings	3	1 0
		For most meetings	1 0	33.33
		For some meetings	1 7	56.66
		R a r e l y	-	-
		N e v e r	-	-
3	If your answer for Q2 is other than “for all meeting”, who else proposed the agenda?	Higher gov’t tier	-	-
		Wereda executive	-	-
		Party organizers	2 7	9 0
		O t h e r	-	-
4	Do council have all the power and resource to carry out its responsibility?	Y e s	7	23.33
		N o	2 3	76.6

Source: own survey (2020)

Table 12 Autonomy of the council based on the kebele dwellers

No.	Statements	Kebele dwellers		
		Freq.	%	
1	In your opinion how much independent is the council from the higher tier?	Very high	-	-
		H i g h	8	2 . 3
		F a i r	7 0	20.28
		Low	7 7	22.31
		Very low	1 9 0	5 5

Source: own survey (2020)

Item 1 of table 11 attempts to disclose how much the council is autonomous in conducting its business. Accordingly, 10% of the total council member respondents replied that the council is highly autonomous in discharging its duty. In the normal conduct of its business the council at woreda level is moderately independent from higher tier of government as it was answered by 16.66% of the total respondents. But the majority of the respondent that constitutes 63.33% is low and unnecessary intervention in the business of council is paramount and abundant. Similarly, majority (55%) of the kebele dwellers agreed that the autonomy of the council is very low and interventions by higher body is apparent in the conduct of the system.

In general, most of the respondent depicted that the council is not independent enough to carry out its business. If sufficient autonomy is not in place the essence of decentralization is in question while crippling the council’s capacity to act independently and gives response to local problem.

In item 2 of table 11 respondents were also asked to determine the proposer of agenda for discussion. Accordingly, 10% of the respondents responded that the council independently proposes the agenda for all meetings. But 90% of the respondents replied that the council does not propose its agenda rather they indicate that it is the ruling party cadres who determine the issue to be discussed and it is not in consultation with the chairperson and secretary who formally assigned the duty of preparing agenda for discussion. They also further explained that issue for discussion is already decided from the top and pushed down to councilors for the sake of meaningless discussion.

However, the chairpersons and secretary of the councils are nominated by the cadre and officials of the ruling party, it is difficult to imagine them independently prepares the agenda while they are under the control of party operates. Therefore, the impartiality of the chairpersons and the agenda they raised is in question as there is indirect domination over the council via the secretary and chairperson.

In item 4 of table 11 respondents were asked about the availability of sufficient resources and power to accomplish duties and responsibility of the council. Accordingly, 23.33 % of the respondent confirmed that the council have sufficient resources and power to do its business but majority of the respondent 76.66 % replied that the council do not have sufficient power and resources.

During the visit in the chairperson's office and from document analysis the researcher understood that that there is a shortage of resource in the council and standing committee as well. It is also confirmed by interview held that they face finance and material problem in the process of doing their business.

With regard to power, the council could not take any measure even if they detect problem in the service delivery and the executive of woredas are more likely powerful. The council alone could not have the power to take any measure and for every action they need to respond, first they have to secure conformation from woreda cabins. Nevertheless, what they did is just identify the problem and send it to the wereda and for their activity they have to secure approval and blessing from woreda executives.

Theoretically elected council in local administration holds the highest authority but the practice reveals that the executive domination is strong and woreda cabinet is the mover and shakers of

the system.

### 4.6.3. Decision Making and Related Issues of the Council

Woreda council in Dalocha woreda is the legislative organ of woreda and formally empowered to deal with major issues in the woreda administration. The regional constitution also stipulated the power, duties and responsibilities of the council clearly.

Table 13 Decision Making and Related Issues of the Council (council members' response)

No.	Statements	Council member		
		Freq.	%	
1	How often the council made decisions that are responsive to the needs of the people?	Always	-	-
		Often	1	9 63.33
		Sometimes	5	16.66
		Rarely	3	10
		Never	3	10
2	How often that decisions made by the councils overturned by Woreda's administration and /or by the party cadre?	Always	-	-
		Often	-	-
		Sometimes	1	7 56.67
		Rarely	4	13.33
		Never	9	30
3	How often the council pass decisions with full consensuses and vote?	Always	6	20
		Often	2	17 0
		Sometimes	3	10
		Rarely	-	-
		Never	-	-
4	To what extent can the council influence policies, laws initiated and promulgated by the higher body?	Very highly	-	-
		Highly	-	-
		Medium	9	30
		Low	9	30
		Very low	1	2 4 0
5	What is the extent of your expertise to review plan, community development program and budget of Woreda's administration	Very high	-	-
		High	8	26.67
		Medium	1	0 33.33
		Low	1	0 33.33
		Very low	2	6.67

Source: own survey (2020)

Table 14 Decision Making and Related Issues of the Council (kebele dwellers response)

No.	Statements	Kebele dwellers		
		Freq.	%	
1	How often the council made decisions that are responsive to the needs of the people?	Always	-	-
		Often	1	3.3
		Sometimes	5	

		R a r e l y	2	0	66.67
		N e v e r	4		13.33
2	To what extent in your opinion can the council influence policies, laws initiated and promulgated by the higher body?	V e r y h i g h l y	-		-
		H i g h l y	-		-
		Medium	4		13.33
		L o w	1	0	33.33
		V e r y l o w	1	6	53.33
3	How do you rate expertise of the councilors to review plan, community development program and budget of Woreda's administration	V e r y h i g h	-		-
		H i g h	-		-
		M e d i u m	7		23.33
		L o w	1	1	36.67
		V e r y l o w	1	2	40

Source: own survey (2020)

Item 1 of table 12 clearly shows that 63.33% of the total council member respondent replied that the council often make decision that is responsive to the needs and interests of woreda's people. 20% of the total respondent do not agree with the responsiveness of council decision. But as revealed in item 1 of table 13 the majority (66.66% rarely and 13.33% never) of the kebele dwellers disagree with the responsiveness of the council to the need of the people.

In addition, the document analysis revealed that the council makes decision that could be a panacea for some social and economic problems of the community. But the researcher identified the gap that decisions passed remain on paper and councilors frequently raised the unexecuted decision that has been made previously.

It is clearly shown in item 2 of table 12, out of the sample respondent 56.67% of the total respondent replied that the decision made by woreda council sometimes overturned by woreda cabinets and/or by party cadres. And the remaining 43.33% of the total respondents replied that the woreda cabinets and party cadres hardly overturned the decision of the council.

In the group discussion and interview held, the participants the discussion and the interviewee indicate that though it is woreda councils who has the final power over issues in the woreda, it is the party and cabinets who practically controls decision making authority and overturns decisions that seems incompatible with their interest and wishes. Therefore, concerning to decision issues councils are not freely decided over matters that affects the people and those decisions made are also remain in paper as the executives of the woredas hesitates to accept.

According to item 5 of table 12, 33.33% and 6.67% of the total council member respondent have low and very low level of expertise in reviewing of the plan, community development program

and budget of woreda council respectively. The remaining 33.33% and 26.67% of the total respondents said they have medium and high level of expertise on the issue. However, 40% and 36.67% of the total dweller respondents replied that the councilors have very low and low level of expertise on the issue.

Since majority of the councilors have no enough knowledge and expertise, it can be said that issues related to budget approval and community development programs decisions are decided by the council without enough discussion and hot debate.

## CHAPTER FIVE

### 5. SUMMARY, CONCLUSION AND RECOMMENDATION

#### 5.1 Summary of the Findings

Among all the public institutions council have a special status and authority as local, elected body. It is uniquely placed to provide vision and leadership to its local communities. It is able to make things happen on the ground where it really matters. However, practically council in study woredas was not seen playing such role and it is challenged and impeded by several problems in promoting good governance.

As it was presented in the previous chapter there are bundle of challenges that hampers the council business. Also, there are some sort of efforts the council attempted to promote its accountability. The council applied some mechanisms to promote good governance in the woreda even though the extent of its transparency was feeble and the influenced by executives. Here under the researcher summarizes the effort that the council attempt to promote its accountability; the extent of transparency in discharging its responsibility; the mechanism that the council apply to promote good governance; and the main challenges for the implementation of good governance practice by the council in the following manner.

The structural arrangement of council at woreda level supposed to be well designed so as to pave the way for the transparency and accountability of the council to the communities. 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.

However, the council in general and councilors in particular not transparent to their constituents. The council did not inform the public about its decision and the work it carried out. According to the 83.3% of sample kebele dweller respondents the councilor failed to consult their constituents. In this way the council conducts its business without the involvement of woreda people. Therefore, asit was confirmed by majority of the sample respondent, there is no feature for councils which are outward looking and more concerned for creating participatory and representative environment.

The 63.15% of councilors are elementary education background (Basic writing and reading). Similarly,69%of the respondent indicated that councilors do not have the ability to review work plan, community development program and budget of woreda's administration. With this given

educational qualities of councilors it is not logical to assign such challenging and demanding role for councilor. To the worst, there is not raining program offered to councilors so that most of the parliamentary activities being carried out there are more of customary.

Council at woreda level conducts regular meeting quarterly and majority of members were well attended the meeting. However, some members were unable to attended regular meeting primarily because of the time and avenue of the meeting. It is more likely that the good attendance level of councilors might become as a result of councilors awesome awareness about the system. As, majority of the respondent acknowledged the fact that setting up local council system at woreda level are important and provides plenty benefit to the society.

As 56.52% of the respondents confirmed the woreda councils not transparent enough in reaching the information to the public which play a vital role to have access information about the council's activities and accountability. They also confirmed that the decisions of the council are not vividly observable for the residents of the wereda except that the wereda's annual budget is posted on a notice board.

Concerning the appointment of cabinet 63.32% of the respondents are not comfortable with the appointment of cabinet or head of departments and sector offices. They disclosed that in case of appointment of the cabinet and sector officers was not fair and transparent.

Councils in the study woreda is unable to: protect the interests of the electorate, visiting and lead their communities. Although the primary role of the council is dealing with community problem, in this regard council are not effective. As 77.3% of the respondent indicates that the council is not effectively addressing community problem to the extent that the people demanded and they could not amplify the vested interests of the community as well.

Individual members of the council strive to raise community problem during regular meeting of the council. But most issues raised remain unresolved because part of the problem is beyond the council's capacity and part of the problem also demanded the cooperation and willingness of the cabinet/woreda executives. The failure of the council to dominate woreda executive is the causes of problem to remain unresolved. Since woreda council is not dare to take measures over the executives, many public problems related to service delivery and infrastructural questions of the community remain unresolved.

The 83.3% of the respondents confirmed that the council regularly call and question the chief administrator. The sector officials also regularly brought the report to the council. The council hear the reports from both the chief administrative and other official but it is crippled to take measure and investigate the gap in the discharge of their responsibility.

In spite of the fact that the council is the highest organ in the woreda administration, the power balance in the study woreda is more likely to resemble to the executive. This fact is reflected in the situation that the cabinet members and woreda executives practically has the power to remove the chairperson and secretariat of the council. In the name of evaluation, the woreda cabinet can remove chairperson and leaders of the council who put pressure over the executive.

During their term in office some councilor strives to fulfill their party interest instead of community interest and they prefer party interest than public interest when these two interests are in a state of conflict.

Most of the council activity carried out through the arrangement of standing committee and for each sector office there is a standing committee assigned to oversee their performance in delivering service. The standing committees assigned to oversee the service delivery do not work properly and full heartedly because of partly personal and partly external problem. Personally, most committee members do not have time, expertise, commitment and willingness to do their job. Externally lack of cooperation from sector office and lack of finance and material challenged the tasks of standing committee.

According to the 65.5% of the respondents the standing committees conducted a follow up and supervision even though they cannot get enough and genuine information from the sector offices. But the committees have no power to take measure. Alone could not have the power to take any measure and for every action they need to respond, first they have to secure conformation from woreda cabins. Nevertheless, what they did is just identify the problem and send it to the wereda and for their activity they have to secure approval and blessing from woreda executives.

Moreover the respondents indicated that the decision made by the council occasionally overturned by the cabinet and cadres of the ruling party if it is against their interest and wishes. It is also identified by the majority of the respondents that autonomy of the council in making decision is very low and unnecessary intervention in the business of the council is paramount and abundant.

The majority of 63.33% the respondents also indicated that though it is woreda councils who has the final power over issues in the woreda, it is the party and cabinets who practically controls decision making authority and overturns decisions that seems incompatible with their interest and wishes.

90% of the respondents indicated that the council does not propose its agenda rather they indicate that it is the ruling party cadres who determine the issue to be discussed and it is not in consultation with the chairperson and secretary who formally assigned the duty of preparing agenda for discussion.

Concerning to the availability of sufficient resources and authority to do their business, majority of the respondents indicated that there are shortages of resources and the authority devolved to the council does not commensurate with the duties assigned to it.

## **5.2 Conclusion**

Woreda level council system created with multi-faceted objective of improving service delivery, monitoring the executives and institute democratic and responsive administration to the grass root people. Rhetorically, woreda councils are best to solve local problem, improves the service delivery, and ensures responsiveness of woreda administration through their oversight function. However, practically the path that council in the study wereda moved so far divulged that full of challenges and problems impeded the capacity of councils to realize the intended purpose.

The entire conclusions here were made based on the result obtained from the data analysis and interpretation which was made based on the research objective. On the following paragraphs the researcher put the conclusion regarding the efforts the council attempted to promote its accountability; the extent of transparency in discharging the responsibility of the council; the mechanism the council applied to promote good governance; and the major challenges the council faced in promoting good governance.

In the council conduct of business, the issues of transparency are very low as the council did not inform the public about the decision passed and the activity being carried out by it. In addition the council's relation with the community is weak, as they do not consult their constituency frequently. Therefore, it is not exaggerating to say that the councils are not responsive to the community need and its openness to the community is poor.

Woreda council have dual accountability to the upward and downward. Upward accountability is highly maintained and regular reporting system strongly adhered as the council regularly reports their status. However, downward accountability to the electorate is poor. The council is not responsive to community problem even though some individual members amplified the problems repeatedly. There substantial amount of problems in the community but majority failed to raise them in meeting. The councilors also have no habit to consult their constituents. The council generally failed to take measures after the follow up and supervision. Therefore, effort that the council in general and councilors in particular attempted to promote its accountability s feeble.

Councilors are assigned to perform challenging and impressive role but their educational achievement is elementary background and with this educational status it is impossible to perform those tasks that demanded knowledge of public service, governance, and democracy. In addition, due to low educational background the overwhelming majority of councilors are unable to review the service delivery, work plan, community development project and budget of woreda administration.

For the successful promotion of good governance there must be integration and coordination between different organs of government and stakeholders. However, the council and woreda executive are not well integrated, as there exists hostile and non-harmony relationship. The executive of woreda undermine the role and skeptical of the council and the sector office as well are not cooperative enough to the council and standing committee.

The separation of role among organs of woreda is blurred as the executive of woreda powerfully involved in the council's business. The oversight function of the council is seriously compromised due to lack of cooperation and conflict of interests as most cabinet members and sector office head in study woreda are also members of the council and are thus unable to objectively oversee the cabinet.

Nonetheless, the council is the highest organ of woreda administration but its decision sometimes overturned by the executive and party cadre. Every decision that the council wants to make, needs to be first confirmed by the wereda executives and should be reviewed by party cadres to make sure that the decision is in line with the party interest. Thus, the autonomy of the council is undermined and the council independently do not decide over most important issues of the woreda.

There is also high executive and party cadre domination in the council business as they control the chairperson and secretary of the council. As the cabinet and party cadres are the prominent figure in the internal structure of the ruling party, they can remove leaders of the council who seems out of their wish or interest. The evaluation mechanism installed in the internal working system of the ruling party gives the cabinet and cadres a potent tool to influence the agenda and decisions since the chairperson and secretary are under the ambit of the cabinet and cadres. Thus, they use evaluation to weed out chairpersons who hesitate to accept their proposal.

Finally, it was found that the internal working system of the council reflected that executive domination is very soaring, and council is not responsive to the needs of the community and most importantly good governance and essence viz. accountability and transparency are not adhered principles in the council conduct. Therefore, council as it is impeded by the above-mentioned challenges are playing insignificant role in promoting good governance to the grass root people.

### **5.3 Recommendation**

As the findings of the study reveals that woreda level council is engulfed by dozens of challenges that make it dormant and dysfunctional. The following recommendation forwarded by the researcher in order to get rid of the problems that hamper woreda council and to make them vibrant and active in the promotion of good governance.

- ❖ The internal working system of council required to be transparent enough to the constituency mainly by availing necessary information to the public. It is appreciated that the council is more concerned to upward accountability but it is equally important to maintain downward accountability to the constituency usually through reporting system and consulting the community.
- ❖ The councilors should frequently consult their constituents. They must be too sensitive to public problem and needs, feel responsible for satisfying those needs and problems and realize their accountability to the public. This calls for frequent interaction between councilors and the electorate.
- ❖ Enough resources and authority need to be provided to the council in order to make it able to discharge its assigned duties. There should be enough financial and material resources allocated for council and it should also grant with commensurate authority with its responsibility.

- ❖ The woreda councilor who are supposed to deal with public issues need to be equipped with the necessary knowledge so as to carried out their duties and responsibility. Trainings related to the conduct of parliament, governance, public service delivery, and democracy should be offered to councilors. It is also inevitable if individual members of the federal parliament and regional councilor who represent woreda share their experience to their respective woreda councilors. Aggressive promotion and awareness creation work concerning to the objective, role and importance of council need to be done in order to make the community and councilors awake. Most importantly members of the standing committees should be given an awareness and training on how to perform their follow up and supervision task on the respective sector offices.
- ❖ The executive, party cadre and the wereda administrative intervention in the council's business need to have a rein. The abolishing of intervention will give all councilors a new enhanced and more rewarding role. Currently, councilors can in practice be excluded from the real decision-making and yet have no power to challenge or scrutinize those decisions.

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# APPENDIX I

ADDIS ABABA UNIVERSITY

COLLEGE OF EDUCATION AND BEHAVIOURAL STUDIES

DEPARTMENT OF CIVICS AND ETHICAL EDUCATION

## QUESTIONNAIRE TO BE FILLED BY THE MEMBERS OF THE COUNCIL

I, Yetmgeta Nursebo hamid, MA program student of Addis Ababa University in the field of Civics and Ethical Studies. Currently undertaking a research entitled CHALLENGES OF LOCAL COUNCIL IN PROMOTING GOOD GOVERNANCE: THE CASE OF DALOCHAWEREDA in partial fulfillment of my MA study. To this end I kindly request you to complete the following questionnaire regarding the operation of the woreda council that you are currently a member.

The purpose of this questionnaire is to collect pertinent data to assess the challenges that DalochaWereda council faced in the conduct of its business in promoting good governance over the last five years regarding the council's effort in promoting accountability and transparency.

Hence, I earnestly request you to fill the questionnaire carefully. I would like to assure you that any information which you provide will be kept confidential. Your genuine response is highly appreciated for the outcome of the project. Please do not hesitate to contact me through my cell phone number 0926316949 for any clarification.

Thank you in advance for your relentless co-operation in filling and returning this questionnaire.

### Part I: General Information

**Direction:** Please put a check mark (√) on the appropriate box.

1. Gender: Female  Male
2. Age: 18-30  31-40  41-50  above
3. Educational level: primary school  high school  diploma   
1<sup>st</sup> degree  2<sup>nd</sup> degree  Basic writing and reading
4. Which party do you represent? Ruling  Opposition  Private

**Part II: Issues Related to the Council's Function and Good Governance (Transparency and Accountability)**

**Direction: please circle on the letter of your choice**

5. How often are the Council meetings held?
- A) Once a month                      C) Twice a year                      E) I do not know  
B) Every three month                D) Once a year
6. How often do you attend the council's meeting?
- A) Every meeting                      D) Rarely  
B) Most of the meetings                E) Never                      attended  
C) Some meetings
7. Are council meetings usually well attended by councilors?
- A) <50%              B) 51% - 75%              C) 75% - 100%              D) Don't              know
8. If your answer is A for **Q7**, what is the reason for low attendance of councilor?
- A) Lack of interest  
B) Lack of confidence on the essentialness of the system  
C) There is no motivation to attained  
D) Lack of time and role conflict  
E) The venue and time of meeting is inaccessible  
F) Other, please specify:
- 
- 
9. How councilors are made aware of the councilor's code of conduct? (more than one answer is permitted)
- A) Making available a written code of conduct  
B) Training                                      D) Appraisals  
C) Inductions                                      E) Other, please specify
- 
10. Do you believe that the local level council system set up is necessary?
- A) Yes                                      B) No                                      C) I do not know
11. If your answer for the above question is yes, why it is necessary? (you can answer multiple answers)

- A) The system is very good to solve practical community problem and gives quick response to community need.
  - B) It is good mechanism to teach democracy to local people.
  - C) Society may have sense of part of government.
  - D) It is good instrument to introduce government policy, agenda, and strategy to local people.
  - E) It is training ground for political leadership
  - F) Other, specify
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12. Do you perceive any benefit by being a member of the council?

- A) Yes
- B) No

13. If you perceived any benefit, what kind of benefit did you get?

- A) Material
  - B) Psychological
  - C) Financial
  - D) Other, specify
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14. Have you ever raised your community problem in the council's meeting?

- A) Yes
- B) No

15. If your answer is yes for the above question, what was the council's response to your community's problem?

- A) The council gave promising response
  - B) The problem ger resolved
  - C) The council did not give any attention
  - D) If any other, specify
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16. If your answer is no for Q 14, why did not you raise such issue?

- A) There is no problem in the community that I represented
- B) I could not recognize any problem
- C) I did not have time to consult with the community to identify the problems

D) I know that the council will not give me positive answer if I raise it

17. Why are you a councilor (member of the council)? (you can choose multiple answers)

A) To promote political agendas

B) To represent the needs of the community

C) For personal gain

D) For career ambitions

E) Other, please specify: \_\_\_\_\_

18. How often the council passes decisions with full consensuses and vote?

A) Always      B) Often      C) Sometimes      D) Rarely      E) Never

19. How often the council made decisions that are responsive to the needs of the people?

A) Always      B) Often      C) Sometimes      D) Rarely      E) Never

20. How often the council bring its own agenda for discussion?

A) For all meeting   B) For most meetings   C) For some meetings   D) Rarely   E) Never

21. If your answer for the above question is other than A, who else proposed the agenda?

A) The higher body at the tier

C) The worda executives

B) Party organizers

D) Others, please specify

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22. How much independent is the council from the higher tier?

A) Very highly independent      C) Ambiguous      E) Very low

B) Highly independent      D) Low

23. How often do you consult your constituents per a year?

A) Every month      B) Every three months   C) Twice a year      D) Never

24. How systematic are arrangements for members of the council to report to their constituents about their performance in office?

A) Very high      C) Fair      E) Very low

B) High      D) Low      F) I don't know

25. Do council have all the power and resource to carry out its responsibility?

A) Yes

B) No

26. On a scale of 1-5, with regard to the mechanism the council apply, which of the following statements do you agree with?

**(Rank your response on scale 1-5: 1- Strongly agree, 2-Agree, 3-Neutral, 4-disagree, 5-strongly disagree)**

		5	4	3	2	1
A	The woreda sector offices regularly submit a report to the council					
B	The council conducted supervision and follow up on the basis of reports					
C	The council ordered an audit to be conducted on the sectors when necessary					

27. How often that decisions made by the council overturned by Woreda's administration and /or by the party cadre?

A) Always      B) Most of the time      C) Some time      D) Rarely      E) Never

28. To what extent can the council influence policies, laws initiated and promulgated by the higher body?

A) Very highly      B) Highly      C) Medium      D) Low      E) Very low

29. What is the extent of your expertise to review plan, community development program and budget of Woreda's administration

A) Very high      B) High      C) Medium      D) Very low      E) Low

30. How do you rate the participation of the constituents in the council?

A) Excellent      B) Very good      C) Fair      D) Poor      E) Very poor

31. To what extent the Council's procedure allows citizens to provide input before decision made?

A) Very high      B) High      C) Medium      D) Low      E) Very low

32. How often the council provide regular and clear information of its decisions, achievements and budget to the public?

A) Always      B) mostly      C) sometimes      D) Rarely      E) Never

33. Appointment of executive body (cabinet) is transparent and based on accountability?

A) Strongly agree      B) Agree      C) Disagree      D) Strongly disagree

34. Has there been a survey conducted by the council to determine public perception of the service quality in the woreda?

A) Yes      B) No      C) I do not know

35. Have the council ever happened to call and question the Chief Administrator and other officials and investigate the discharge of their responsibilities?

A) Regularly      B) Sometimes      C) Rarely      D) Never

36. How rigorous and systematic are the procedures whereby members of the council can question the Woreda's executive and secure adequate information from it?

- A) Very high      B) High              C) Medium              D) Low              E) Very low

37. How effective are standing committees in carrying out their oversight function?

- A) Very high      B) High              C) Medium              D) Low              E) Very low

**Part III: General Questions**

38. What is the contribution of the Council in promoting good governance in the Woreda?

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39. What are the best qualities of the council by your imagination?

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40. What are the problems that the council faces during its operation?

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41. What must be done by the council in your opinion to promote good governance in the Woreda?

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**አዲስ አበባ ዩኒቨርሲቲ**

**የትምህርት እና ስነ ሳህሪ ጥናት ኮሌጅ**

**የስነኤንግሊዝኛ ትምህርት/ትክፍል**

**በወረዳም/ቤት አባላት ሚሞላ መጠይቅ**

እኔ የትምህርት ኮርሰር የአዲስ አበባ ዩኒቨርሲቲ የስነኤንግሊዝኛ ትምህርት የሁለተኛ ዲግሪ ተማሪ ሆኜ አሁን ላይ ለሁለተኛ ዲግሪዬ መመሪያ ፅሁፍን “የወረዳ ም/ቤት መልካም አስተዳደርን ለማስፈን ያለበት ያሉበት ተግዳሮቶች፣ በዳሎቻ ወረዳ ም/ቤት” በሚል ርዕስ እየሰራሁ ነው። እርሶ አባል የሁኑበት ም/ቤት ስራዎች ላይ የተዘጋጁትን የሚከተሉትን መጠይቆች በሙሉ በአግባቡ እንዲሞሉ በትህትና እጠይቃለሁ።

የዚህ መጠይቅ አላማ የዳሎቻ ወረዳ ም/ቤት ላለፉት አምስት አመታት መልካም አስተዳደርን በማስፈን ረገድ የገጠሙት ተግዳሮቶች በተለይም ግልጽነትና ተጠያቂነት ላይ መረጃ ለመስጠት ነው። ስለሆነም መጠይቁን በጥንቃቄ እንዲሞሉት በአክብሮት እጠይቃለሁ።

እዚህ መጠይቅ ላይ ሚስጡት መረጃ በሙሉ ሚስጥራዊነቱ የሚጠበቅ መሆኑን እያረጋገጥኩልዎ የሚሰጡት ትክክለኛ ምላሽ ከጥናቱ ለሚኘው ውጤት አስፈላጊ መሆኑን ለመግለፅ እወዳለሁ። ምንም ዓይነት ጥያቄ ቢኖርዎ በ0926316949 ሊደውሉልኝ ይችላሉ።

መጠይቁን ሞልቶ በመመለስ ለሚያደርጉት ትብብር ከወዲሁ ለማመስገን እወዳለሁ።

**ክፍለ 1፡ ጠቅላላ መረጃ**

መመሪያ፡ እባክዎ ይህንን ምልክት(✓) በተገቢው ሳጥን ምልክት ያድርጉ

- 1. ስም፡ \_\_\_\_\_ ወንድ  ሴት
- 2. እድሜ፡ 18-30  -40  41-50  ላይ
- 3. የት/ት ደረጃ፡ 1<sup>ኛ</sup> ደረጃ  2<sup>ኛ</sup> ደረጃ  3<sup>ኛ</sup> ደረጃ  ሌላ
- 4. ከየተኛውን ፓርቲ ኖት? ከገዢው ፓርቲ  ቃዋሚ ፓርቲ  ሌላ

**ክፍል 2፡ የም/ቤቱን ተግባራት እና መልካም አስተዳደር ጉዳዮችን (ግልርዝነትና ተጠያቂነት) የሚመለከት**

መመሪያ፡ እባክዎ ትክክለኛ ምርጫዎን የያዘውን ፊደል ያክብቡ

- 5. የም/ቤቱ ስብሰባ በየሰንት ጊዜው የካሄዳል?
  - ሀ) በየወሩ  ለ) በየ ሶስት ወሩ
  - ለ) በአመት ሁለቱ  መ) በአመት አንዴ
- 6. በም/ቤቱ ስብሰባ በምን ያህል ይገኛሉ?
  - ሀ) ሁሉም ስብሰባዎች  ለ) በአብዛኛዎቹ ስብሰባዎች
  - ለ) በተወሰኑት ስብሰባዎች

መ) በጥቂት ተወሰኑት ስብሰባዎች

ሰ) በጭራሽ ተሰብስቦ አላውቅም

7. በም/ቤቱ ስብሰባዎች ላይ ምን ያህል ተሰብቦ ይገኛል?

ሀ) >50% ለ) 50% - 75% ሐ) 75% -100%

8. ለጥያቄ ቁጥር 7 መልስ ሀ ከሆነ የም/ቤቱ አባላት ስብሰባ ላይ ማይገኙበት ምክኒያት ምንድነው?

ሀ) የፍላጎት አለመኖር

ለ) የስርዓቱ አስፈላጊነት ላይ እምነት ያለመኖር

ሐ) ለተሳትፎ የሚያነሳሳ ነገር አለመኖሩ

መ) የስብሰባ አዳራሹ ና የስብሰባው ሰዓት ምች አለመሆን

ሰ) ሌላ ካለ እባክዎ ይግለጹ

9. የምክር ቤቱ አባላት ስለምክር ቤቱ የሥራ መመሪያ ግንዛቤ ማያገኙት እንዴት ነው? (ከአንድ በላይ ምላሽ መስጠት ይቻላል)

ሀ) ተጽፎ በትዘጋጅ የሥራ መመሪያ ሐ) በማበረታቻዎች

ለ) በስልጠና መ) በግምገማዎች

ሰ) ሌላ ካለ እባክዎ ይግለጹ

10. የወረዳ ምክር ቤት መኖሩ አስፈላጊ ነው ብለው ያምናሉ?

ሀ) አዎ ለ) አይ ሐ) አላውቅም

11. ለላይኛው ጥያቄ መልስዎ 'አዎ' ከሆነ ምክኒያትዎ ምንድነው? (ከአንድ በላይ ምላሽ መስጠት ይቻላል)

ሀ) የማህበረሰቡን ችግር በጥሩ ሁኔታ ስለሚፈታ እና ለህብረተሰቡ ጥያቄ አፋጣኝ ምላሽ ስለሚሰጥ

ለ) ለአከባቢው ሕዝብ ዴሞክራሲን ለማስተማር ጥሩ ዘዴ ነው

ሐ) ሕብረተሰቡ ላይ የመንግስት አካልነትን ስሜት ይፈጥራል

መ) የመንግስትን ፖሊሲ፣ አጀንዳና ስትራቴጂ ለአከባቢው ሕዝብ ለማስተዋወቅ ጥሩ መሳሪያ ነው

ሰ) ለፖለቲካ አመራርነት መለማመጃ ነው

ረ) ሌላ ካለ እባክዎ ይግለጹ

12. የም/ቤቱ አባል በመሆንዎ ያገኙት ምንም አይነት ጥቅም አለ?

ሀ) አዎ ለ) አይ

13. ለላይኛው ጥያቄ ምላሽዎ 'አዎ' ከሆነ ምን አይነት ጥቅም አገኙ?

ሀ) ቁሳዊ

ለ) የገንዘብ

ሐ) የስነ-ልቦና

መ) ሌላ ምላሽ ካለ እባክዎ ይግለጹ: \_\_\_\_\_

14. የማህበረሰቡን ችግር በም/ቤቱ ስብሰባ ላይ አንስተው ያውቃሉ?

ሀ) አዎ

ለ) አይ

15. ለላይኛው ጥያቄ መልስዎ 'አዎ' ከሆነ ላነሱት ጥያቄ የም/ቤቱ ምላሽ ምን ነበር?

ሀ) ተስፋ ሰጪ ምላሽ ሰጠሁ

ለ) ችግሩ ተፈቷል

ሐ) ምንም ትኩረት አልሰጠውም

መ) ሌላ ምላሽ ካለ እባክዎ ይግለጹ: \_\_\_\_\_

16. ለ14ኛው ጥያቄ ምላሽዎ 'አይ' ከሆነ ለምን ጥያቄ አላነሱም?

ሀ) እኔ በወክልኩት ማህበረሰብ ምንም አይነት ችግር ስለሌለ

ለ) ምንም አይነት ችግር ስላላየሁ

ሐ) ከወክልኩት ማህበረሰብ ጋር ለመወያየት ጊዜ ስላልነበረኝ

መ) ጥያቄውን ባነሳም ከም/ቤት ጥሩ ምላሽ እንደማላገኝ ስለማውቅ

ሰ) ለላ ምላሽ ካለ እባክዎ ይግለጹ: \_\_\_\_\_

17. የም/ቤት አባል እንዲሆኑ ያድረጉት ምክኒያት ምንድነው? (ከአንድ በላይ ምላሽ መስጠት ይቻላል)

ሀ) የፖለቲካ አጀንዳዎን ለማራመድ

ለ) የማህበረሰቡን ፍላጎት ለመወከል

ሐ) ለግል ጥቅም

መ) ለሥራ ፍላጎት

ሰ) ሌላ ምላሽ ካለ እባክዎ ይግለጹ: \_\_\_\_\_

18. ም/ቤቱ ምን ያህል ጊዜ ውሳኔዎቹን በሙሉ መግባባት እና በድምፅ ይወስናል?

ሀ) ሁል ጊዜ ለ) በአብዛኛው ሐ) አልፎ አልፎ መ) ብጣም ጥቂት ጊዜ ሰ) በጭራሽ

19. ም/ቤቱ ለሕዝቡ ፍላጎት ምላሽ የሚሆኑ ውሳኔዎችን ምን ያህል ጊዜ ወስኖ ያውቃል?

ሀ) ሁል ጊዜ ለ) በአብዛኛው ሐ) አልፎ አልፎ መ) ብጣም ጥቂት ጊዜ ሰ) በጭራሽ

20. ም/ቤቱ ምን ያህል ስብሰባዎች ላይ የራሱን አጀንዳ ይዞ ተወታይቶ ያውቃል?

ሀ) ሁሉም ስብሰባዎች ላይ

ለ) አብዛኛው ስብሰባ ላይ

ሐ) የተወሰኑ ስብሰባዎች ላይ

መ) በጣም ጥቂት ስብሰባዎች ላይ ስ) በጭራሽ

21. ለላይኛው ጥያቄ ምላሽዎ ከ ሀ ውጪ ከሆነ ለም/ቤቱ አጀንዳ የሚያቀርቡት አካላት እነማን ናቸው?

ሀ) ተዋረዱ ላይ ያሉ ከፍተኛ አካላት ለ) የፓርቲ አስተባባሪዎች ሐ) የወረዳው ስራ አስፈጻሚዎች

መ) ሌላ አካል ካለ እባክዎ ይግለጹ: \_\_\_\_\_

22. ም/ቤቱ ከበላይ አካላት ጫና ምን ያህል ነፃ ነው?

ሀ) እጅግ ብጣም ነፃ ሐ) ግልጽ አይደለም ስ) በጣም ጥቂት ነፃነት  
ለ) በጣም ነፃ መ) ጥቂት ነፃነት

23. እርሶ ከወከሏቸው የማህበረሰብ አካላት ጋር በአመት ምን ያህል ተገናኝተው ይወያያልሉ?

ሀ) በየወሩ ሐ) በአመት ሁለቴ ስ) በጭራሽ  
ለ) በሁለት ወር አንዴ መ) በአመት አንዴ

24. የም/ቤቱ አሰራር አባላቱ ስራዎቻቸውን ለመራጮቻቸው ሪፖርት እንዲያደርጉ ከማስቻል አኳያ ምን ያህል ምቹ ነው?

ሀ) በጣም ከፍተኛ ለ) ከፍተኛ ሐ) ተገቢ መ) ዝቅተኛ ሠ) በጣም ዝቅተኛ ረ) አላውቅም

25. ሃላፊነቶን መወጣት እንዲያስችሎት የሚያስፈልጉት ሃብትና ሙሉ አቅም አሉት?

ሀ) አዎ ለ) አይ

26. ከ 1-5 ሚዛን ም/ቤቱ ከሚተገብረው አሰራር አኳያ የሚከተሉትን መጠይቆች የሚስማሙበትን ያስቀምጡ

(ምላሽን ከ1-5 ደረጃ ያስቅምጡ፡ 1 በደምብ እስማማለሁ፣ 2 እስማማለሁ፣ 3 ገለልተኛ፣ 4 አልስማማም፣ 5 በጭራሽ አልስማማም)

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ሀ	የወረዳው ምስሪያ ቤቶች በየጊዜው የስራ ሪፖርት ለም/ቤቱ ያቀርባሉ					
ለ	የቀረቡ ሪፖርቶችን መሰረት አድርጎ ም/ቤቱ መስሪያ ቤቶቹ ላይ ከትትልና ቁጥጥር ያካሂዳል					
ሐ	አስፈላጊ ሆኖ ሲገኝ ም/ቤቱ መስሪያ ቤቶቹ አዲት ኢንዱስትሪ ትዛዝ ሰጥቶ ያውቃል					

27. ም/ቤቱ ያስተላለፋቸው ውሳኔዎች ምን ያህል ጊዜ በወረዳ አስተዳደር አካላትና በፓርቲ ካድሬዎች ይቀለበሳል?

ሀ) ሁል ጊዜ ሐ) አልፎ አልፎ ስ) በጭራሽ  
ለ) አብዛኛው ጊዜ መ) በጥቂቱ

28. ም/ቤቱ ፖሊዎችን፣ የህግ የመነሻ ሃሳቦችን እና ህጎች በበላይ አካላት ሲፀድቁ ምን ያህል ተሳትፎ አለው?

ሀ) በጣም ከፍተኛ ለ) ከፍተኛ ሐ) መካከለኛ መ) ዝቅተኛ ስ) በጭራሽ

29. እቅዶችን ለመገምገም፣ የማህበረሰብ ልማት ፕሮግራሞችንና የወረዳውን በጀት አስተዳደር ለመገምገም ምን ያህል ብቁ ናት?

ሀ) በጣም ከፍተኛ ለ) ከፍተኛ ሐ) መካከለኛ መ) ዝቅተኛ ስ) በጭራሽ

30. መራጮች ም/ቤቱ ስራ ላይ ያላቸው ተሳትፎ ምን ያህል ነው?

ሀ) በጣም ከፍተኛ ለ) ከፍተኛ ሐ) መካከለኛ መ) ዝቅተኛ ስ) በጭራሽ



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40. ም/ቤቱ በስራው ያጋጠሙት ችግሮች ምንድን ናቸው?

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41. በርሶ አመለካከት በወረዳው መልካም አስተዳደር ለማስፈን ም/ቤቱ ምን ማድረግ ይኖርበታል?

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COLLEGE OF EDUCATION AND BEHAVIOURAL STUDIES  
DEPARTMENT OF CIVICS AND ETHICAL EDUCATION

**QUESTIONNAIRE TO BE FILLED BY THE MEMBERS OF THE  
COMMUNITY**

I, Yetmgeta Nursebo, MA program student of Addis Ababa University in the field of Civics and Ethical Studies. Currently undertaking a research entitled CHALLENGES OF LOCAL COUNCIL IN PROMOTING GOOD GOVERNANCE: THE CASE OF DALOCHAWEREDA in partial fulfillment of my MA study. To this end I kindly request you to complete the following questionnaire regarding the operation of the Woreda council of the Woreda that you are currently living in.

The purpose of this questionnaire is to collect pertinent data to assess the challenges that Dalocha Woreda council faced in the conduct of its business in promoting good governance over the last five years regarding the council's effort in promoting accountability and transparency.

Hence, I earnestly request you to fill the questionnaire carefully. I would like to assure you that any information which you provide will be kept confidential. Your genuine response is highly appreciated for the outcome of the project. Please do not hesitate to contact me through my cell phone number 0926316949 for any clarification.

Thank you in advance for your relentless co-operation in filling and returning this questionnaire.

**Part I: General Information**

**Direction:** Please put a check mark (√) on the appropriate box.

1. Gender: Female  Male
2. Age: 18-30  31-40  41-50  above
3. Educational level: high school  diploma  1<sup>st</sup> degree  2<sup>nd</sup> degree   
3<sup>rd</sup> degree  Basic writing and reading



- B) To promote political agendas
- C) For personal gain
- D) For career ambitions
- E) Other, please specify \_\_\_\_\_

11. How often the representative of your Kebele in Woreda council pays a visit and consults the constituents?

- A) Every month
- B) Every three months
- C) Twice a year
- D) Once a year
- E) Never
- F) I don't know

12. Have you ever participated in the meeting with the councilor?

- A) Regularly
- B) Sometimes
- C) Rarely
- D) Never

13. Have the constituents ever raised the problems in the area for the councilor?

- A) Yes
- B) No
- C) I don't know

14. If your answer for Q. 17 is No, what do you think the reason behind?

- A) There is no problem in the area
- B) The local officials will threaten them
- C) The councilor will not raise those problems to the council
- D) The council will not give attention to the problem
- E) Others, please specify

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15. If your answer for Q. 17 is yes, how was the feedback?

- A) All of the problems got resolved
- B) Most of the problems got resolved
- C) Some of the problems got resolved
- D) The council gave promising response
- E) The council did not give any attention
- F) Others, please specify

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16. Do you believe that council at woreda level effectively addressing community problem?

- A) Yes
- B) No
- C) I don't know

17. In your opinion how much independent is the council from the higher tier?

- A) Very highly      B) Highly      C) Medium      D) Low      E) Very low

18. How often do you think decisions made by the councils overturned by Woreda's administration and /or by the party cadre?

- A) Always      B) Most of the time      C) Some time      D) Rarely      E) Never

19. To what extent in your opinion can the council influence policies, laws initiated and promulgated by the higher body?

- A) Very highly      B) Highly      C) Medium      D) Low      E) Very low

20. How do you rate the councilors expertise to review plan, community development program and budget of Woreda's administration

- A) Very high      B) High      C) Medium      D) Very low      E) Low

21. How do you rate the participation of the constituents in the council?

- A) Excellent      B) Very good      C) Fair      D) Poor      E) Very poor

22. To what extent the Council's procedure allows citizens to provide input before decision made?

- A) Very high      B) High      C) Medium      D) Low      E) Very low

23. How often the council provide regular and clear information its decisions, achievements and budget to the public?

- A) Always      B) mostly      C) sometimes      D) Rarely      E) Never

24. Appointment of executive body (cabinet) is transparent and based on accountability?

- A) Strongly agree      B) Agree      C) Disagree      D) Strongly disagree

25. Has there been a survey conducted by the councils to determine public perception of the service quality in the woreda?

- A) Yes  
B) No  
C) I do not know

**Part III: General Questions**

26. What think the major weakness of the council to promote good governance in the Woreda?

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27. What are the best qualities of the council in promoting good governance by your imagination?

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28. What must be done by the council in your opinion to promote good governance in the Woreda?

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29. What part do you think citizens should play to promote good governance in the Woreda?

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13. ማህበረሰቡ ለተወካዮችህው ጥያቄ አንስተው ያውቃሉ?

- ሀ) አዎ
- ለ) አይ
- ሐ) አላውቅም

14. ለላይኛው ጥያቄ ምላሽ አይ ከሆነ፣ ምክኒያቱ ምን ይመስሎታል?

- ሀ) በአከባቢው ችግር የለም
- ለ) በባለስልጣናቱን ዛቻ ስለሚደርስባቸው
- ሐ) ተወካዮችን ጥያቄዎቹን ለም/ቤቱ ስለማያቀርብ
- መ) ተወካዮችን ለጥያቄዎቹ ትኩረት ስለማይሰጥ
- ሠ) ሌላ ምላሽ \_\_\_\_\_

15. ለጥያቄ ቁጥር 13 ምላሽ አዎ ከሆነ፣ ምላሹ ምን ነበር?

- ሀ) ሁሉም ችግሮች ተቀርፈዋል
- ለ) አብዛኞቹ ችግሮች ተቀርፈዋል
- ሐ) የተወሰኑ ችግሮች ተቀርፈዋል
- መ) ም/ቤቱ ተስፋ ሰጪ ምላሽ ሰጧል
- ሠ) ም/ቤቱ ምንም ትኩረት አልሰጠውም
- ረ) ሌላ ምላሽ \_\_\_\_\_

16. ም/ቤቱ የህብረተሰቡን ችግር በበቂ ተደራሽ ያደርጋል?

- ሀ) አዎ
- ለ) አይ
- ሐ) አላውቅም

17. በርሶ እሳቤ ም/ቤቱ ከከፍተኛ አካላት ጣልቃገብነት ምን ያህል ነፃ ነው?

- ሀ) በጣም ከፍተኛ
- ለ) ከፍተኛ
- ሐ) መካከለኛ
- መ) ዝቅተኛና
- ሰ) በጣም ዝቅተኛ

18. በርሶ እሳቤ ም/ቤቱ ያስተላለፋቸው ውሳኔዎች ምን ያህል ጊዜ በወረዳ አስተዳደር አካላትና በፓርቲ ካድሬዎች ይቀለበሳል?

- ሀ) ሁል ጊዜ
- ለ) አብዛኛው ጊዜ
- ሐ) አልፎ አልፎ
- መ) በጥቂቱ
- ሰ) በጭራሽ

19. በርሶ እሳቤ ም/ቤቱ ፖሊዎችን፣ የህግ የመነሻ ሃሳቦችን እና ህጎች በበላይ አካላት ሲፀድቁ ምን ያህል ተሳትፎ አለው?

- ሀ) በጣም ከፍተኛ
- ለ) ከፍተኛ
- ሐ) መካከለኛ
- መ) ዝቅተኛ
- ሰ) በጭራሽ

20. የም/ቤቱ አባላት እቅዶችን ለመገምገም፣ የማህበረሰብ ልማት ፕሮግራሞችንና የወረዳውን በጀት አስተዳደር ለመገምገም ምን ያህል ብቁ ናቸው ብለ ያስባሉ?

- ሀ) በጣም ከፍተኛ
- ለ) ከፍተኛ
- ሐ) መካከለኛ
- መ) ዝቅተኛ
- ሰ) በጭራሽ

21. መራጮች ም/ቤቱ ስራ ላይ ያላቸው ተሳትፎ ምን ያህል ነው?

- ሀ) በጣም ከፍተኛ
- ለ) ከፍተኛ
- ሐ) መካከለኛ
- መ) ዝቅተኛ
- ሰ) በጭራሽ



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**APPENDIX III**  
ADDIS ABABA UNIVERSITY  
COLLEGE OF EDUCATION AND BEHAVIOURAL STUDIES  
DEPARTMENT OF CIVICS AND ETHICAL EDUCATION  
**INTERVIEW GUIDE**

Dear Respondents

With this interview, I intended to assess the challenges the council, which you are currently a member, faced in promoting good governance in the Woreda. Since this research has been done only for academic purpose, I assure you that all verbal and written responses remain confidential.

For genuinely doing so devoting you precious time, I really remain very grateful

**Part I: Interview question for standing committee members**

1. What are the main activities, duties and responsibility of the standing committee?
2. What are the contributions of the standing committee in promoting good governance?
3. How systematic is the standing committee in dealing with the community problem?
4. How do you describe the local council system in terms of introducing good governance to grass root people?
5. What seems the relationship of the committee with council, woreda administration, woreda people and higher body?
6. How frequently the standing committee visits the service delivery of woreda and what measures it takes when problems in the service delivery is detected?
7. What are the mechanisms that the standing committee uses to hold the local officials accountable?
8. What major challenges do you think the standing committee faced during its operation?
9. What is your suggestion for improvement of the standing committee's work to promote good governance?

## **Part II: Interview question for Council Speakers**

1. What are the duties and responsibilities of the woreda council? Would you please explain the overall operations of the council?
2. What approach the council adapts to deal with community problems? and Its role in solving practical community problem?
3. How do you evaluate the contribution of woreda council in promoting democracy and good governance?
4. What are the most frequently discussed agendas? How do you select the agenda? And is there any external influence during agenda setting?
5. Is the council meeting open to the public? How are members of the public informed about council meeting?
6. How do you explain the coordination and integration between the council and woreda administration?
7. How do you evaluate the participation of local people in promoting good governance?
8. What seems the relationship of the council with Woreda people and Higher authority?
9. What challenges the woreda council faces in its business?
10. What is your suggestion for improvement of the standing committee's work to promote good governance?

## **APPENDIX VI**

### **GROUP DISCUSSION**

1. The effectiveness of the council in accomplishing activities to promote good governance
2. Transparency of the council's activity to the public (appointment of executive body, providing information about decisions, achievements and etc.)
3. The benefit councilors perceived by being members of the council
4. The responsiveness of the council to the problem in the communities
5. The relationship between the councilors and the constituents
6. Participation of local people in the process of ensuring good governance
7. Autonomy of the council (influence higher tier on the council)
8. The habit of the councilors to consult their constituents
9. Accountability of the councilors

**APPENDIX V**  
**COUNCILORS PROFILE**

Table 15 Councilor's profile

I t e m		F r e q u e n c y	%
G e n d e r	M a l e	3 5	6 1 . 4
	F e m a l e	2 2	3 8 . 5 9
A g e	1 8 - 3 0	3	5 . 2 6
	3 1 - 4 0	2 5	4 3 . 8 5
	4 1 - 5 0	1 0	1 7 . 5 4
	51>	1 9	3 3 . 3 3
E d u c a t i o n B g d	Basic writing and reading	1 7	2 9 . 8 2
	Primary school	1 9	3 3 . 3 3
	High school	1 0	1 7 . 5 4
	D i p l o m a	7	1 2 . 2 8
	1 <sup>s t</sup> d e g r e e	4	7
M a r i t a l s t a t u s	U n m a r r i e d	1	1 . 7 6
	M a r r i e d	5 6	9 8 . 2 4
	D i v o r c e d	-	-
	W i d o w	-	-