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**DECENTRALIZATION AT LOCAL GOVERNMENT  
LEVEL AND ITS IMPACT ON DEVELOPMENT: THE  
CASE STUDY OF NORTH SHOA ZONAL  
ADMINISTRATION, OROMIA REGIONAL STATE**

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**Decentralization at Local Government Level and Its Impact on  
Development: The Case Study of North Shoa Zonal  
Administration, Oromia Regional State**

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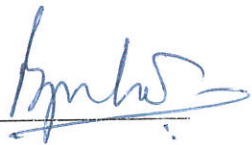
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*"The fear of the LORD is the beginning of Wisdom: and the knowledge of the holy understands."*  
(Proverbs 9: 10).

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## Acronyms

BOPED	Bureau of Planning and Economic Development
CBO	Community Based Organization
CSO	Civil Society Organization
ECA	Economic Commission for Africa
EPRDF	Ethiopian Peoples Revolutionary Democratic Front
HDI	Human Development Index
IEG	Imperial Ethiopian Government
MUDH	Ministry of Urban Development and Housing
NGO	Non Government Organization
PDRF	Peoples Democratic Republic of Ethiopia
PMAC	Provisional Military Administrative Council
RADC	Revolutionary Administration and Development Committees
SHD	Sustainable Human Development
SEPONS	Socio-Economic Profile of North Shoa Zone
UN-DESA	United Nations Department for Economic and Social Affairs
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
USAID	United States of America Agency for International Development
UNMDG	United Nations Millennium Development Goals
WCED	World Commission on Environment and Development

## Abstract

The concept of decentralization defies clear-cut definitions. However, in the study of politics decentralization refers to the territorial distribution of power. It is concerned with the extent to which power and authority are shared through the geographical hierarchy of the state and the institutions through which such processes take place. Decentralization entails the subdivision of the state's territory into smaller areas and the creation of political and administrative institutions at regional or local level.

Many countries have been considered decentralization as a strategy that will bring service delivery closer to consumers, improve the responsiveness of the central and local governments to public demands and thereby improve the efficiency and quality of public services. Decentralization is believed to improve development activities by empowering sub-national governments and the people in the design and implementation of development programs.

Since May 1991, Ethiopia adopted decentralization policy and a federal form of government was formalized by a new constitution that came into effect in 1995. Thus in accordance with the power rendered to member states of the Federal Government of Ethiopia, the regional state of Oromia established 12 zones under its jurisdictions. One of the zonal administrations is North Shoa Zonal Administration.

Although, officially authority and power seem to be devolved from the central government to regions, the extent of decentralization to sub-regional levels of government, (Zone, district, etc...) is weak. As a result the decentralization policy could not be fruitful as it was desired to be in expediting development endeavors or bringing viable change in the living condition of the grass roots community.

Several factors could be cited for the weak performance of the decentralization reform at local government level. Lack of genuine commitment towards devolving power to sub-national units, insufficient experience as well as skewness of the decentralization drive to political cause than socio-economic purposes are some of the weakness on the part of the central government. Where as very low administrative and

man power capacity and high degree of polarization to party politics and agendas at the cost of neglecting the voice of their people that they ought to serve are major weaknesses on the part of local government officials.

In general unless corrective measures are taken by all concerned parties to reverse the current shortcomings seen in the decentralization process, the condition of poor local areas would tend to become even poorer let alone achieve the desired development goals. Therefore, the propounded autonomy would be void of meaning, because they would continue to be dependent on the state. What the present study has observed in North Shoa Zonal Administration is the true reflection of this reality.

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# Chapter One

## Background of the Study

### 1.1. Introduction

*“The way to have good and safe government is not to trust it all to one, but to divide it among many, distributing to every one exactly the function he is competent to.”*

*Thomas Jefferson written to Joseph C. Cabell in 1816*

Decentralization is designed to create a political environment in which power to access political, economic, and social resources are distributed between the central government and lower level governments. Throughout the world, diverse countries are implementing programs of decentralization as a means of promoting both democratic and developmental objectives. In developing countries as well, the role of local governments is being widely recognized as a vital institutional form for ensuring effective administration to the grassroots level. Decentralization and the development of democratic local governance continue quietly to sweep the world from Bolivia to Bulgaria, and from West Africa to South Asia, a wide variety of countries are increasing the authority of local governments and working to make them more responsive and effective (USIDA 2000:5)

As indicated above, some governments in Africa and other proponents of decentralization in developing countries share the view that local government may be a major vehicle for bringing balanced growth among regions or sub- regions of a country, through mobilization of available resources and increased participation of the people at large. Thus, local government is created to serve as a channel through which policies are communicated and implemented. As Fritzen and Patrick (2006:4) stated, by bringing policy makers closer to the public, decentralization makes it easier for citizens to voice

their demands on government , as well as better monitor the performance of the responsible politicians or bureaucrats.

However, for most of African countries, decentralization is a recent phenomenon it is at the end of the 20<sup>th</sup> century that most African countries started decentralizing their administrative and fiscal structure. The pace of the change and transformation is very uneven across countries. The reform had both internal and external dimension. For some countries the reform was imposed by donor countries and international lender institutions. Though, in most of African countries the reform process is some what similar, but in some of them the initiation for implementing decentralized structure was triggered from the indigenous peoples' aspiration for change towards better life, democracy and development. As Mohamed ( 2001: 85) noted, 'Pre - democracy reforms hit Africa like a tidal wave in the 1990s, sweeping away authoritarian regimes and the one party system that had dominated the African scene since independence.

Like most of African countries, decentralization is a very recent phenomenon in Ethiopia. It is since the coming of 'The Ethiopian Peoples Revolutionary Democratic Front' (EPRDF) to power from 1991 onwards that decentralization has been adopted in Ethiopia. Later on, the government of Ethiopia introduced ethnic based federalism and devolved the power of the central government to regional and local units by the 1994 constitution that came into effect in August 1995 . According to Article 50, sub-article 4 of the constitution, 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 participate directly in the administration of such units ( COE 1995: 105 ).

Though, the EPRDF led government decentralized the political and administrative power of the central government and revised the system of resource distribution, in

reality, regarding the outcomes of the decentralization reform in improving the system of administration and addressing the living conditions of the people, still the subject is under strong debate between groups representing different outlooks. While some groups appreciate the results, others differ from this idea. For instance, Yigremew and etal., (2005:2) argued that, it is not clear whether decentralization policy is actually working for poor people and whether loud pronouncements on paper have been put into practice as planned and whether the reality on the ground is a good reflection of the changes that this policy promised. Therefore, it is in light of such and similar debates that the present study examines the impact of decentralization on development in North Shoa Zone Administration jurisdictions.

Hence, the study examines and analyses the controversial issues against the available data in order to suggest what corrective policy measures as to be taken if the problems are prevalent than the benefits obtained . And finally based on its finding the study will recommend what it believes is appropriate in improving the existing system to betterment of the living standard of the people through sustainable development.

## **1.2. Statement of the Problem**

As mentioned above decentralization at regional and local government level has been designed in many countries to enable non-dominant groups gain more autonomy to pursue their interests and govern their internal affairs in administrative, social and economic aspects. However, legislating decentralization policy alone can not empower people to get access to available opportunities and resources unless there is genuine commitment and dedication to bring about development and better life conditions to the local community by concerned administrative units.

In this regard, local governments in developing countries have been confronting with a number of problems while making laws and implementing policies in various fields such as agriculture, education and health services, housing, roads and others.

This is because either due to lack of genuine commitment on the part of constitutional power entitling them to an equitable share of national revenue or lack of capacity in human and material resource to exercise their legislative and executive vested powers within their jurisdictions accordingly.

In light of this, the study assesses the following problems that are perceived to be obstacles in bringing rapid development through decentralizing the political and administrative apparatus in North Shoa Zonal Administration, Oromia Regional State.

### **1.2.1. Specific Problems**

1. The decentralization has been skewed to political purposes rather than focusing on development issues.
2. Lack of capacity in human, finance and organization affects the implementation of decentralization as part of development.
3. Public officials at local administrative levels lack accountability, responsiveness and transparency. The system is more of accountable to regional and central governments instead of being accountable to the people.
4. Time spent on exhaustive seminars, workshops, political gatherings meetings greatly affects the time that could be employed for development activity.
5. There is high turn over in human resource, due to several reasons. As a result there is a problem of continuity in the bureaucracy.
6. Inadequate participation and passivity of the majority of the population in the making of decisions that concern their livelihood
7. The decentralization process did not bring desired outcomes in addressing socio- economic problems of the areas administered under the zonal jurisdiction

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

The overall objective of the present study is to examine the impact of decentralization on development in selected districts of North Shoa Zonal Administration, Oromia Regional State. In doing so, the research evaluates the performance of the decentralization outcomes against available data to identify the pros and cons of the decentralization process at grassroots level.

#### **1.3.1. Specific Objectives of the Study**

1. Evaluate how the local community has been beneficial from the decentralization process in terms of political, economic, social and administrative aspects.
2. Assess the level of participation that the local community exercises in decision making process of vital issues and development activities.
3. Evaluate the institutional capacity of the local administration apparatuses in exercising their jurisdictional powers and performing their functions in a coordinated manner, and if not, to identify the causes behind the problem.
4. Examine the causes for high turnover of human resource.
5. Investigate weather the decentralization process has been beneficial in poverty alleviation, such as in creating job opportunity and attracting investment.

### **1.5. Significance of the Study**

Though, considerable efforts have been made by many developing countries towards the achievement of better life conditions through decentralizing their central political and administrative structures, so far, no effective and viable local governments have emerged that could really address the massive problems of their constituents. This is mainly attributed to either from lack of genuine commitment on the part of central governments and their tight control over local governments through local bureaucracy

or lack of capacity and experience on the part of local governments. Since the Ethiopian experience is also similar to the situation of other developing countries, the importance of this study is therefore,

1. To identify the problems and recommend possible solutions to the problems which hinder the implementation of effective local government on the study area.
2. To give insight to other researchers who have interest to make study on the area in related field. ✓
3. In addition to this, since there is no much study made on the area from public administration aspect that the researcher came across, the research would contribute its part in filling the gap.

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

### **1.5.1. Scope**

The study is focused on North Showa Zonal Administration locality. North Showa is located in Oromia national regional state and partly in Amhara national regional state. The zonal administration is classified into sixteen districts and two administrative towns. The total area of the region that lies within Oromia national regional state is 12003.2 km<sup>2</sup>. The rest part of the region is incorporated under Amhara national regional state as most of the residents are dominantly belonged to Amhara ethnic group. Within the above mentioned area there are sixteen districts administered under North Shoa Zonal Administration, Oromia Regional State. From these districts the study uses four districts and two with the two towns as a sample size. (The towns are located within the selected districts).

### **1.4.2. Limitations**

The first is shortage of time. The thesis was supposed to be done in two semester's time, but due to some problems it was not possible to get the two semesters time, Hence to complete such kind of study within a given limited time has had its own limitations on the work. The second problem was to get access to some public officials due to absence and several reasons. The reluctance of some offices to give adequate information and absence of organized data were also serious problems. The third one is there are only few written documents that deal about the area. As a result, the study is obliged to cover only the last three years mainly from (2004-2006) development activities and impact of decentralization observed in the zone during these years by taking four districts as a sample. However, the study tries to discuss about the overall picture of the area in brief.

## **1.7. Methodology of the Study**

In this thesis, both case study and survey approach are used to conduct the research fruitfully. The methodology focuses on the impact of decentralization on development activities of districts incorporated under North Shoa Zonal Administration. To this end the study examines the socio-economic performance of the zone, and capacity of the zonal and district administrations in participating and mobilizing the community in development programmes as well as the efforts done by the administrations to improve the living standard of their community using the decentralized administrative opportunity. This is done by evaluating the dynamics of change made in developments activities mainly from 2004 to 2006.

### **1.5.1. Data Collection Techniques**

The techniques used to collect data were field work and utilization of secondary sources. The types of data used in the survey are both primary and secondary.

- **Primary sources of data:** -The instruments used for collection of primary data were the researchers' personal observation, questionnaire, individual interviews and discussions made with concerned officials and other citizens. Discussions were made with respondents to clarify some issues especially, when ambiguities were created while conducting the questionnaire.
- **Secondary sources of data:**-The second technique of data collection was focused on secondary sources of data, i.e. through library and internet research (books, articles, periodicals etc..) in order to provide background and theoretical framework for the study.

### **Sources of data used in the field work**

- **Available documents:** - During the field work besides gathering data from primary sources, documents such as ' Physical and Socio-economic Profiles of North Shoa Zone'.( Prepared by Planning and Budget Team of Finance & Economic Development), ' Physical and Socio-economic Profiles of 180 Districts of Oromia' ( Prepared by Bureau of Planning & Economic Development of Oromia Regional State), Wereda administrations' basic data for the year 1997 and 1998 E.C.( 2005-2006 G.C) and other documents obtained from zonal offices were the major secondary sources of data for this study.
- **Types of questionnaires used in the survey:** - In order to make the data more representative and avoid biasing error, two types of questionnaires were prepared. The first was designed to be responded by urban and rural residents (service users) engaged in different activities and living in the selected sample areas. The second one was prepared in such a way to be some what a detailed type and was disseminated to public officials and government employees whom in this case are taken as service providers. Since civil society organizations and

NGOs are important actors in development activities and programmes the same type of questionnaire was also distributed to these groups in order to make the survey a comprehensive one.

Care has been taken to make the study as much as possible a complete one, to this end both qualitative and quantitative types of data have been incorporated and used appropriately to make the study vivid and precise. The types of instruments used to analyze the data in this research are tables and figures as well as explanations under each statistical data results.

### **1.5.2. Sampling Plan**

Under North Showa Zonal Administration, there are sixteen districts or weredas and two administrative towns. The total area of the region is 12003.2 km<sup>2</sup> from the sixteen districts four districts will be used as a sample for the purpose of this study. The reason for selecting the four districts is that, two of the districts from the selected four districts, contain relatively developed towns. In this case the seat of the zonal administration ( Fitch town) is used as one district though, it is incorporated in Girar Jarso wereda. The second is Kuyu wereda where Gebre Guracha town, is located. This town is relatively better than other towns of the zone in terms of urbanization. Hence it is thought that, they are appropriate to evaluate the urban services provided to the people. The other two districts are relatively rural and backward in development. These are Debre Libanos and Yaya Gulele districts. Especially the latter is extremely rural and the least developed. Therefore, taking two extreme cases will give balance to the study.

The sampling design employed in gathering data is cluster/area sampling based on purposive sampling techniques. The total sample size was designed to be 265 people. From this total sample size 200 was assigned to urban and rural residents, 35 to Public officials and government employees; and 30 to CSO representatives and NGO workers. Regarding the first category, i.e. urban and rural residents a sample size of 50

was assigned to each district /wereda on purposive basis. And this sample is collected from 5 kebeles of each district/wereda. This means 10 respondents were randomly selected from each kebele residents. However, since women constitute 50 percent of the society special emphasis has been given to keep the representation of women as much as possible during the entire process of data collection.

With respect to the second category of respondents (Public officials and employees, CSOs and NGOs) the questionnaire and interviews were made based on the relevance of the specific institutions and individuals to the research objectives.

## **1.6. Organization of the Study**

The study is classified into six chapters. The first chapter contains the introductory part. The second chapter is about literature review. The third chapter highlights about the historical background and development of 'Modern' local governments in Ethiopia since 19<sup>th</sup> century up to the present Federal arrangement. Chapter four deals about general background of North Shoa Zonal Administration viz. physical setting, resource endowment etc... In the fifth chapter all the collected data will be analyzed and interpreted. In the sixth chapter based on the analysis conclusion and recommendations will be forwarded.

## Chapter Two

### Review of Literature

#### 2.1. Definitions of Decentralization

One of the most critical prerequisites to translate decentralization from theory to practice is a clear understanding of the concept. To be able to better envision what decentralization means, how best it can be planned and implemented, what its intricacies are, and how its challenges can be overcome. However, it should be noted at the outset that decentralization is not so much a theory as it is a common and variable practice in most countries to achieve primarily a diverse array of governance and public sector management reform objectives depending on the specific reality of the country in which the decentralization programme is applied. What the present study presents below is, therefore, a non-exhaustive review of definitions of decentralization to help the reader understand the clear intent of the research within the context of the given literature and references selected for the purpose of the present study. In fact, since decentralization has different forms and linkages with development, good governance, community participation, democracy, and poverty alleviation ... the literature review (this part) discusses these concepts and their correlation with decentralization as the impact of decentralization is analyzed in some detail in the succeeding chapters.

As many literatures agree, there is no precise definition or understanding of decentralization, although much work has been done into exploring its different applications. This appears due to the many applications of the term to meet varying objectives in the domains of management, public administration and governance. "Decentralization seems often to mean whatever the person using the term wants it to mean" (Bird 1993:208). Ostrom, Schroeder and Wayne (1993: 23) also emphasize that a precise meaning for decentralization does not exist. In fact, there is a vast literature on different meanings and types of decentralization. UNDP(1997:4) alone has defined decentralization in a number of ways. For instance, in one of its publications defined the term as follows, "...Decentralization, or decentralizing governance, refers to the

restructuring or reorganization of authority so that there is a system of co-responsibility between institutions of governance at the central, regional and local levels .... Again, in another publication of the organization (UNDP 1998:1) decentralization was defined as ...a complex phenomenon involving many geographic entities societal actors and social sectors. The geographic entities include, the international, national, sub-national and local. The societal actors include government, the private sector and civil society. The social sectors include all development themes-political, social, cultural and environmental ... Burki et. al (1999) use the classical definition of decentralization according to which power is held by autonomous elected sub national government capable of taking binding decisions in at least some policy areas. Similarly, World Bank (1999:3) defines the term from power transferring perspective as decentralization entails the transfer of political, fiscal, and administrative powers to sub-national units of government. For Smoke (1999:14) decentralization is not only a transfer of power from central to local units, he understands decentralization more as a process moving towards the realization of certain desirable outcomes and not simply an end state that can be rapidly achieved

Therefore, according to this perspective decentralization is a process that facilitates the achievement of certain goals aimed at human well-being. The process can be accentuated through agency but can never be completed because it is always evolving. As Schroeder argued (1999: 25-26) the level of decentralized power is ever-changing rather than [being] static, often reflective of the changing preferences of the people and the views of the policy makers. Deresse (1999:1) also defines decentralization as a process of transferring political power, administrative, and fiscal responsibilities from central governments, to lower levels of government, i.e. sub-national governments. Similarly John (2002:1) stated that, decentralization is the gradual process of transferring power and resources from central government to the lower levels of government such as regions, provinces, districts and municipalities. Perhaps the most general definition of decentralization is as follows,

...Decentralization is the transfer of responsibility for planning, management and resource -raising and allocation from the central government and its agencies to field units of government agencies, subordinate unit or levels of government, semi-autonomous public authorities or corporations, area-wide regional or functional authorities, or non-governmental private or voluntary organizations (Rondelli and Nellis 1986: 5).

Thus, from the above definitions, it is clear that decentralization is a multifaceted complex issue. It has many shades depending on how different kinds of decentralization mix with each other in particular context. Hence, no one type could be studied in isolation. Therefore, for the purpose of the present discussion, the study will concentrate on the more representative academic usages given to 'decentralization', in doing so, the study has selected the following mix of definitions among others as most appropriate to be used as reference throughout the present discussion. Accordingly:

Decentralization will be understood as the devolution by central (i.e. national) government of specific functions with all of the administrative, political and economic attributes that these entail, to local governments which are independent of the center and sovereign within a legally delimited geographic and functional domain. A government has not decentralized unless the country contains autonomous elected sub-national governments capable of taking binding decisions in at least some policy areas. Decentralization may involve bringing such governments into existence (Blair 2000:21; World Bank 1999:5-6).

## **2.2. Types of Decentralization**

Different publications classify decentralization in various ways based on the objectives that the decentralization arrangements are applied. For instance, Richard Crook and James Manor (2000:57) classify decentralization into three forms as, deconcentration or administrative decentralization, fiscal decentralization and devolution. Similarly, theorists like Rondelli and Nellis, (1986:15) have identified four popular typologies of decentralization: devolution, delegation, deconcentration and divestment (or privatization). UNDP (1999) also adopted the above classifications on its

publications for evaluation of the UNDP's role in decentralization and local governance. Thus, the basic types of decentralization are the following:

### **2.2.1. Devolution**

In this kind of decentralization, as Deresse (2003: 6) noted, central government transfers substantial authority for decision making, finance and management to quasi-autonomous units of local governments that are accountable to their constituents. It is stated in Litvack, et al. (1998:18) that local governments of a devolved system have clear and legally recognized geographic boundaries over which they exercise authority and within which they perform public functions. Confronti, et. al (1998) also made a point that devolution includes administrative political and fiscal decentralization. In line with the above expressions UNDP (1999) has identified the following fundamental characteristics of devolution. First, local units (governments) are autonomous, independent and clearly perceived as separate levels of government over which central authorities exercise little or no direct control. Second, the local governments have clear and legally recognized geographical boundaries within which they exercise and perform public functions. Third, local governments have corporate status and the power to secure resources to perform their functions. Peter Whiteford (2001:112) considers devolution as an umbrella term that covers all forms of responsibility. Therefore, it is the strongest form of decentralization as it implies transfer of power, resources, and administrative responsibility from central government to sub-national including regional and local authorities.

### **2.2.2. Delegation**

This is a fairly common variant of decentralization that stops short of devolution, but involves significant delegation of authorities and responsibilities. According to Litvack et. al. (1998:20), this form of decentralization can be characterized as a principal-agent relationship noting that its main design issue is to ensure that the self-regarding

agent (i.e., the local government or semi-autonomous organization) faces incentives that induce it to act as closely as possible in line with the desires of the principal (the central government). Through delegation central governments transfer responsibility for decision making and administration of public functions to semi-autonomous organizations not wholly controlled to it. As the UNDP (1999:7) document, delegation refers to the carefully spelled out tasks to institutions and organizations such as state owned enterprises and urban or regional development corporations. Hence, in delegation form of decentralization ultimate authority is vested in the center that delegates power to its peripheries.

### **2.2.3. Deconcentration**

This form of decentralization is often considered to be the weakest form of decentralization and is used most frequently in unitary states. It implies to shifting of specific decision making authority as well as financial and management responsibilities among different levels of the central government. According to Deresse (2003: 5), "... as independent local governments do not exist in this type of decentralization, local (regional) branch offices are simply used to improve the efficiency and effectiveness of service delivery...". UNDP (1999) asserts that, this is the least extensive type of administrative decentralization and most commonly found in developing countries. The interesting aspect of deconcentration as stated in (UN-DESA 2003:9) document, is that, often decisions can be made on the spot under the principle of subsidiarity, without reference to Head quarters but ultimately authority is retained by the center. By subsidiarity, it is meant that functions must be assigned to the lowest level of authority at which they can be effectively executed. But, Deresse (2003: 5) argued that although, deconcentration has occurred in many unitary countries, it can also exist for some functions in federal countries when central government maintains a strong interest in ensuring delivery of a particular service

## 2.2.4. Divestment/Privatization or Partnership/

According to UN-DESA (2003), this type of decentralization is relatively a new phenomenon and used to get government out of a sticky wicket by sharing a task through the mobilization of civil society organizations (CSOs) or the private sector where government itself has not the expertise or has not made a good job of the task that is ultimately shared. Therefore divestment occurs when planning and administrative responsibility or other public functions are transferred from government to voluntary, private, or non-government institutions. According to a recent document of World Bank (2007), privatization and deregulation are usually, but not always accompanied by economic liberalization and market development policies.

**The above four types of decentralization can be summarized as follows:**

Type of unit to which Authority is transferred	Aspect of Governance transferred or shared			Generic Name
	Political (policy or decision making)	Economic or financial resource management	Administration and service delivery	
Autonomous lower level units	Devolution	Devolution	Devolution	<b>Devolution</b>
Semi-autonomous lower level units	Delegation	Delegation	Delegation	<b>Delegation</b>
Sub-ordinate lower - level units or sub-units	Directing	Allocating	Tasking	<b>Deconcentration</b>
External (non governmental) units at any level	Deregulation	Privatization	Contracting	<b>Divestment</b>

**From:** UNDP, Decentralized Governance Programme: strengthening capacity for people-centered Development: Management Development and Governance Division, Bureau for development policy, September 1997, Annex #, Box P. 33

### 2.3. The Rationale for Decentralization

Attempting to give at least some satisfactory response to certain inquires like what are the rationales for decentralization? What are the deriving forces behind for decentralization to get greater attention especially in the last decades? Is decentralization a panacea for all problems of political, administrative, social and economic problems observed in many countries especially in that of the poor? Could decentralization play a significant role in poverty alleviation and enhancing the participation of people in matters that affect their livelihood? Raising such and similar issues would contribute much in developing the present study by adding some ideas. Therefore, it is found necessary to discuss at least briefly why decentralization programmes are applied in different countries, despite in various degrees and approaches.

Over the past few decades decentralization has become one of the most debated policy issues throughout both developing and developed worlds. But surprisingly, there is little agreement in the empirical literature on the effects of decentralization on a number of important policy goals.

Decentralization and state reform are generally seen by their proponents at least as catalysts for rectifying perceived shortcomings in the economic and political systems to which such reforms are applied. On the economic side, decentralization tends to be incorporated into a broad framework of state reform that is informed by the market-oriented critique of traditional statist development models. Fiscal decentralization, wherein the central government transfers substantial spending and taxing authority to sub-national entities, is designed to achieve the market goals of efficiency, rationalization and discipline (Artana and Lopez Murphy 1994; Dillinger 1994). In the political relationship, decentralization is situated in the larger context of democratization, where it is seen as playing a key role in enhancing participation,

responsiveness, and accountability (Abers 1996; Blair 2000; Campbell 1993; Faquet 2001).

In addressing the background deriving forces of decentralization Litvack et al. (1998) made three points clear. First, global political changes have given focus to local demands and the need to bring economic and political systems closer to local communities. Second, the size of government needed to manage economic systems has also been changed in response to technological changes and worldwide integration of factor markets. Finally, the collapse of central economic systems has encouraged regional and local governments to participate in the political and economic processes. As Tom Courchene further noted, 'Governments have been increasingly faced with desires of their people to be global consumers and local citizens at the same time' (Tom Courchene, 1995 qtd in Watts, 2001). He also calls this phenomenon 'Glocalization' to denote two terms 'Globalization' and 'localization' in combination. According to UNDP (1998:1) "...Decentralization is a counterpoint to globalization. Globalization often removes decisions from the local and national stage to the global sphere of multinational or non-national interests. Decentralization on the other hand brings decision-making back to the sub-national and local levels. While addressing the need for decentralization in one of its publications, UNDP (1997: 1) further explained as follows:

...Decentralizing governance, from the center to regions, districts, local governments/authorities and local communities, can be an effective means of achieving critical objectives of the sustainable human development (SHD) vision-improved access to services and employment, increased people participation in decisions affecting their lives, and enhanced government responsiveness.

In nut shell, the common theoretical rationales for decentralization are basically grouped into two: Economic and Political/ non-economic factors.

### 2.3.1. Economic Rationales

1. Decentralization improves macro-economic management (Shah, 1997)
2. Efficiency in resource allocation. Attaining allocative efficiency is the most common of all rationales for decentralization (Litvack et al; 1998 quoted in Deresse, 2003).
3. Productive efficiency. It is argued that decentralization improves productive efficiency by fostering accountability, reducing corruption, and increasing cost effectiveness in the government (UNCDF, 2000)
4. Local government under constituent pressure are managing resources and delivering services effectively (Putnam, 1993). In other words as Deresse noted, local leaders know their constituents better than central government authorities and hence should be well positioned to provide public services [as per the] local residents wants and needs (World Bank, 2000a, and UNCDF 2000; qtd in Deresse, 2003).
5. Equity and poverty concerns. It is argued that in some circumstances local governments achieve equity and distributional goals more effectively than central governments (Litvack et al., 1998). In other words, more equitable distribution of public services is attained under decentralization (Bariso, 2000). Moreover, local governments may be a major vehicle for poverty reduction policies through the implementation of growth inducing policies or through the mobilization of local resources and increased participatory process (ibid).
6. Enhance Tax effort and sustainability of service. It is held that people are more willing to pay for services, which they find to be more responsive to their priorities (Litvack et al., 1998; quoted in Derese, 2003). So decentralization maybe accompanied by an increase in tax effort and less resistance to user charges, thus enhancing the sustainability of services. It is also argued that local knowledge increases the potential efficient tax yield from certain types of taxes when collected locally (Lister and Betley, 1999).

7. Increase access to service delivery. It is asserted that decentralization is a means of delivering services to hitherto neglected peripheral and remote areas (Brosio, 2000).
8. Fiscal decentralization enhances political autonomy which in turn motivates participation at local level (Inter-American development Bank, 1997).
9. By diffusing responsibilities across different entities, including directly to communities and the private sector, decentralization in principle provides a basis for comparison and competition even if indirect (World Bank, 1999).

### **2.3.2. Political /Non-economic Reasons**

Extracted mainly from: ECA Fiscal Decentralization in Africa: A Review of Ethiopia's Experience; prepared by Deresse Degefa, October 2003 and additional citations from other sources.

1. Political necessity. In many countries, decentralization is primarily a political imperative (Lister and Betley, 1999). It has been an essential component of the democratization process (Litvack et al., 1998).
2. Ideological and/or instrumental values. It is also argued that the virtues of decentralization stem from following a democratic and participatory process (Lister and Betley, 1999). Decentralized systems are responsive to citizen's preferences (Huther and Shah, 1998).
3. Indicator of good governance. Another political rationale for decentralization is that good governments are those closer to the people (Litvack et al., 1998). Other authors also agreed that decentralization leads to good governance (Hayek 1939; Tiebout 1956, Rubinfeld, 1987).
4. Helps to accommodate pressure for regional autonomy. The other political rationale for decentralization is to accommodate pressure for regional autonomy and hence, perhaps to increase the legitimacy and sustainability of heterogeneous national states (Litvack et al., 1998)

5. Decentralization strengthen accountability because it increases proximity between representatives and electorate (Seabright 1995 and Bardhan and Mukherjee, 1998).

Although both the economic and the political factors could be cited as the cause of decentralization that took place in many countries in the past decade, however, much of the weight especially in developing countries are given to political and administrative concerns. UNCDF (2000) makes the point clear with regard to Africa by stating that the justification of decentralization in many countries of the region has been ascribed to political and administrative factors with limited reference to the economic criteria.

This has been problematic since it is the economic reality that helps to deliver goods. Opponents of decentralization argue that local governments are too susceptible to elite capture, too lacking in technical, human and financial resources, and too corrupt to produce a heterogeneous range of public services that respond efficiently to local demand (Crook and Sverrison 1999, Prud'home 1995, Samoff 1990, Smith 1985, Tanzi 1995).

However, despite the controvercies, today, throughout the world there is a broad-based movement towards greater decentralization. As noted by UNCDF (2000). It is stated that though there is no guarantee that greater decentralization would result in greater democracy and more economic development, there are hopes that the process would be more inclusive and participatory and that it would take in to account the needs of the poor, disadvantage and marginalized groups.

#### **2.4.2. Constraints of Decentralization**

Factors identified as constraints for the incomplete process of decentralization may vary from country to country and form one period to another. However, the most common constraints to effective decentralization are the following

- The political and institutional inheritance of the country from the colonial period. (In case of colonized counties) Here, the structures functions and administrative processes, in the French speaking colonies, were regarded as more centralist than the ones left behind by the British.
- In case of Ethiopia, despite the country was not colonized for a long period of time like other African countries, the Emperor administrations of the country were characterized by strong centralist administration.
- Capacity deficits both in institutions, skilled personnel, are said to constrain the actual implementation of decentralization polices even when these reach the statue book.
- A mismatch between the vertical plane of decentralization which involves transfer of powers from the center to sub-national structures and the horizontal plane which involves empowerment of grass root communities to decide and plan, manage and implement specific programmes.
- An inability to make the transition to a people-centered governance, with its commensurate implications for participation and empowerment, even where the legislative authorities have decreed an enhanced space for decentralized decision making.
- Arising from the above is to question how far decentralization, be it political, fiscal or administrative, can be planted and nurtured if the institutions and political process responsible including the individuals and political parties in power, is itself compromised and flawed.
- The absence or ill working of accountability and transparency form the center to the periphery and vice versa again constraints the cause of decentralization irrespective of its weight in the equation.

## 2.5. Brief Definitions of Some Related Terms with Decentralization

### 2.5.1. Development

Todaro and Smith (2003:792) define development as “the process of improving the quality of all human lives”. They refer to three important aspects of development.

[1] raising people’s living levels-their incomes and consumption levels of food, medical services, education etc; through relevant economic growth processes; [2] creating conditions conducive to the growth of people’s self-esteem through the establishment of social, and economic systems and institutions that promote human dignity and respect; and [3] increasing people’s freedom by enlarging the range of their choice variables, as by increasing varieties of consumer goods and services.

Sen (1999:3) sees development as ‘a process of expanding the real freedoms that people enjoy. To him, the expansion of freedom is viewed as both [1] the primary end and [2] the principal means of development’.

This definition is similar to that of ‘human development’ given by the UNDP (1997 a: 1) namely ‘expanding the choices for all people in society.

The concept of development remains a dynamic concept until today and continues to impact the way development has and should be measured. The UNDP for example, has since the early 1990s come up with Human Development Index (HDI) based on 3 basic qualitative indicators: living standards (GNP); life expectancy and literacy. It has also come up with the Human deprivation in the dimensions of education, health and nutrition (the converse of the HDI).

This re-conceptualization of development significantly influenced the way development was understood. Advocates for this re-conceptualization proposed that

development be defined as a 'multi-dimensional process involving changes in structures, attitudes and institutions, as well as the acceleration of economic growth, the reduction of inequality and the eradication of absolute poverty" (Todaro, 1982: 96). More recently, the notions of development have found added resonance and articulation with the launching of the United Nations Millennium Development Goals (MDG) in 2000. The UN MDG had set out to achieve 8 key goals .

1. Eradicating extreme poverty and hunger
2. Achieve universal primary education
3. Promote gender equality and empower women
4. Reduce child mortality
5. Improve maternal health
6. Combat HIV/ AIDS, malaria and other diseases
7. Ensure environmental sustainability
8. Develop a global partnership for development

### **2.5.2. Sustainable Development**

Todaro and Smith [2003: 811) define sustainable development as a "pattern of development that permits future generations to live at least as well as the current generation". This definition is similar to that of the World Commission on Environment and Development (WCED, 1987). The Brundt land commission-namely: "development which meets the needs of the present without compromising the ability of future generations to meet their own needs". Elliot (1994: 13) points out that the concept encompasses the interdependent goals of development and environmental conservation.

### **2.5.3. Good Governance**

UNDP (1997: 9) considers good governance as a subset of governance. It notes, 'Governance' embraces all the methods found in government functions and practices that societies use to distribute power and manage public resources and problems.

Consequently, to promote clarity and better understanding it is helpful to define governance. According to World Bank (1992:1) Governance is the use of power in the management of a country's economic and social resources for development. It is also defined by (UNDP 1997b:9) as 'the exercise of political, economic and administrative authority to manage a nation's affairs.

The UNDP (1997b:9) equates good governance with 'democratic forms of governance'. These forms 'rely on public participation, accountability and transparency. Holtz (2000:10) also defined good governance as "the transparent and responsible management of public resources for the purpose of equitable and sustainable development.

#### **2.5.4. Local Government**

The term "local government" is seen variously from different perspectives and schools of thought. The institutions of local government vary greatly between countries, and even where similar arrangements exist, the terminology often varies. According to literature on the field, common names for local government entities include state, province, region, department, county, prefecture, district, city, township, town, borough, parish, municipality, shire and village. However, these names could be interchangeably used in different countries differently. E.g. 'panchayats' in India and 'wereda' in Ethiopia, 'Parish' in England. Although these names are used depending on the type, function and purpose they are established.

Coming to the definition of the term, according to Olisa and Hilary (2004:5), a local government is a political and administrative unit that is empowered by law to administer a specified locality.

Generally, local government is a political subdivision of a state within limited geographic area or territory with the power to levy taxes and expend federal/central, state, and local funds and exercise governmental powers.

### 2.5.5. Democracy

A democracy is a form of government in which ordinary citizens may take part in governing in contrast with a monarchy or dictatorship. In contemporary usage, democracy is often understood as the same as liberal democracy.

The word democracy originates from the Greek “demos” meaning “the people” and “Kratein” meaning “to rule” or, literally: “the people to rule”, which means “Rule by the people” the term is also sometimes used as a measurement of how much influence that people have over their government, as in how much democracy exists.

Modern Democracy can be characterized by the following Institutions:

- **Election of officials**

Free and just elections

- **Universal Suffrage**

The right to vote and to stand for election

- **Freedom of expression (Speech, assembly, etc.)**

Freedom of association

- **The rule of law**

Access to alternative information sources

- **Some summarize the definition of democracy as being “majority rule with minority rights.”** However, trying to define “democracy” is a difficult task. Because, democracy has developed over course of history and is present in many different forms today. The definition of the word “democracy” from the time of old Greece up to now has not been constant. In contemporary usage, the term “Democracy” refers to a government chosen by the people, whether it is direct or representative in type U.S president Abraham Lincoln defined democracy in a very short terminology as “Government of the people, by the people, for the people”.

To summarize, democracy is a form of government where a constitution guarantees basic personal and political rights, fair and free elections are held by the real participation of people, and it is a system where independent courts of law are existed.

Moreover, democracy is a political system where the citizens vote on all major policy decisions that affect their lives, either directly or through their representatives. This implies that final sovereignty must lie with the people as a whole.

Extracted from [www.e.democracy.org/1998/mpartners.html-14k](http://www.e.democracy.org/1998/mpartners.html-14k) and [www.charter88.org.uk/-24k](http://www.charter88.org.uk/-24k)

## **2.6. Conceptual Framework**

### **Linkages between decentralization, good governance, democracy and development.**

Democratic decentralization through devolution of power and resources help to strength the role and capacity of local authorities to become more responsible and accountable to the concerns of local communities and groups. Decentralization and local governance enable local authorities to involve civil society organizations and the local private sector in formulating, implementing and managing plans and policies. Thus, communities and their organizations are empowered to become active partners in local governance and development processes.

Assertions in favor of decentralization are often founded upon a wider critique of central state planning, which holds that large and centrally-administered bureaucracies represent an inefficient and potentially destructive means of allocating resources (and generating wealth) within society (Economist, 2002; Lal, 2000; World Bank, 2000).

In recognition of the role of decentralization in people centered development and promotion of the values of democracy and good governance, there is a global trend towards decentralization of power and responsibilities from the center to regions, and local governments. Devolution of political power and financial resources is the basis of democracy at the grassroots, though other forms of decentralization also facilities people's participation in local decisions affecting them" (Cheema and Maquire, 1999: 18). However, this requires the existence of good governance in which power and resources are decentralized to give citizens a greater role in matters that affect their lives and living condition. Good governance ensures that civil society plays an active role in setting priorities and making the needs of the most vulnerable people in society. As

Cheema and Maquire (1999: 8), further noted, "When we speak of the quality of a country's governance, then, we mean the degree to which its institutions (such as parliament) and the process (such as the role of political parties in elections) are transparent, accountable to the people and allow them to participate in decisions that affect them

From the above assumptions, it has become clear that the quality of a country's governance has a direct impact on the level of human development within the particular country's territory. In fact, as it was noted earlier, in today's world governance can no longer be considered as a closed system, since globalization is placing governments under increasing scrutiny, the state's task is to find a balance between taking advantage of globalization and providing a secure and stable social and economic domestic environment. UNDP (1998:1) claimed that "in designing decentralization strategies it is necessary to view the interrelations of these various dimensions-global, regional, national, sub-national, local. In this regard, the role of the nation-state gains increased importance as a mediating force between the forces of globalization and localization. Hence a well-designed decentralization can improve the functioning of local governments, can ensure a more efficient allocation of resources (including development aid), enhance local resource mobilization and improve local governance.

- Finally one of the thorniest questions is how decentralization is inter-linked or positively affects poverty reduction? Proponents of decentralization argue that, decentralized and democratic government can provide space for people to participate in local development, can enhance social service delivery, and lead to more relevant development projects that are implemented with greater transparency and accountability and are more sustainable due to a heightened sense of ownership by local people. This, in turn, may pave the way for more effective poverty reduction strategies. According to a study paper submitted to the workshop on: 'Linking Decentralized Governance and Human Development' (UNDP, UN-DESA, 2003). These are three arguments that are usually canvassed in its favor.

- ↳ First, that if through decentralization there is a greater measure of accountability and responsiveness then costs of malfeasance, corruption and for doing business, whether public or private, are reduced. Hence, transaction costs are assumed to be lower under a decentralized system:
- ↳ Second, mobilizations of communities, and strengthening of social capital, have a better chance of being initiated and sustained under a decentralized system. Hence, socio economic tools such as the sustainable livelihoods approach, canvassed both by parts of the UN system and by some bilateral donors, presuppose or encourage decentralization as a means of gaining their objectives:
- ↳ Third, it is more difficult to sweep things under the carpet, when projects or initiatives go-off or awry, when communities participate and are involved .... For they become the direct clients as well as the controllers of the service, and the providers pay more attention to local circumstance and needs

To sum up achievement of the decentralization goals and vision requires long-term actions, which will combine in a coherent and controllable manner the various components, factors, conditions and actors. However, decentralization is not itself an end, but to achieve its virtuous fruits, as it is explained above, the decentralization process requires conducive environment that is, it has strong correlation with good governance, democracy to enhance governments' ability in order to promote or create conditions necessary for development. Thus, such an action seeks the transfer of power and resources to local bodies. With decentralized government, local institutions can more easily become inclusive and accountable to the public with increased autonomy form the center and communities can become more pluralistic and development partners

As it is briefly discussed above, the linkage and mutual co-existence of decentralization, democracy, good governance and development are strong. Thus, effective decentralization requires devolution of power and resources to strengthen the capacity of local governments to be come more responsible and accountable to the needs and wants of local communities and groups.

Hence, given the Ethiopian Federal structure of government and its various proclamations and programmes that have been put in place to consolidate sub-national units, such as District Level Decentralization programme (DLDP); in this study the variant of decentralization, viz. political decentralization (devolution) will be used as a conceptual model to examine the situation of decentralization in the specified area.

# Chapter Three

## Development and Patterns of Local Governments in Ethiopia

### 3.1. Background

This chapter sheds light on issues pertaining to the evolution and establishment of local governments in Ethiopia. Hence, a historical approach is adapted to highlight the various undertakings and processes relating to the reform of local administration that took place since 1855 to post 1991 in a brief manner.

The year 1855 is taken as a landmark for the establishment of 'modern' local governments with the restoration of the central government after vanishing from the political scene for continuous seventy years due to the emergence of strong regional forces in different parts of the country.

The period between the second half of the eighteenth century and the first half of the nineteenth century in the political history of the Ethiopian empire has been characterized by the struggle between the crown or the central power and the regional or local forces. The long-standing struggle for power has been then resolved in favor of the later until the rise of Theodore II in 1855 and reunites the country. As Paulos (1974: 4) stated, from the death of Bacaffa (1730) to the rise of Tewodros II (1855) the authority of the crown has been merely nominal. Therefore, it is after that time the taking shape of local governments in modern sense, with center vis-à-vis local relationship could be approached.

Hence, in this chapter major accomplishment undergone in each successive regime relating to local government arrangement and functions are reviewed to serve as a background for the following chapters.

## 3.2. Emergence of Modern Local Governments in Ethiopia (1855-1941)

**3.1.1. Tewodros II**, (r.1855-1868) has been described as the founder of the 'modern' state in Ethiopia after defeating the various war lords who ruled different regions of the country by creating dispersed administration for a continuous seventy years which is known as 'Zemane Mesafint' or era of princes before Tewodros centralized the country through a series of military expeditions. As Kassahun (2007 : 41) noted, he attempted to introduce series of reforms which he thought would facilitate the taking shape of a formidable government capable of nurturing and preserving the core values of his regime as opposed to fragmentation that proceeded his reign.

Though, some achievements had been noted in the initialization of 'modern' local government during his reign, however, as stated by (Bahiru: 1991), his administration policy was characterized by lack of consistency and the force of inertia of the era of princes. As a result, except the appointment of his loyal followers to some local administrative regions like Gojjam and Meqdala, in many instances, he confirmed to the previous local rulers their regional bases. But, despite its own shortcomings according to Kasahun (2007: 41) this period is taken as a landmark in the transformation of the Ethiopian state. The 'modernity' attribute is tagged to this particular time owing to the success in controlling the elements of centrifugal forces whose positions was bolstered at the cost of undermining a once strong and viable state.

Hence, administrative and military reforms of Tewodros were notable in preserving the unity of the country and creating local government arrangements to take effect in accordance with the overall guidance of the center. The main achievement of Theodore was introduction of the constitution of a provincial hierarchy in perfect subordination to the central power (Paulos 1974: 127).

**3.1.2. King Yohannes IV**, the successor of Tewodros II, who ruled the country from 1872-1889 followed a more systematic and cautious approach in his policy of administration. As (Bahiru, 1999) noted, Yohannes, nevertheless, followed a policy of unification substantially different from that of his predecessor. This was due to the resurgence of few strong centrifugal power centers in places like Shoa and Gojjam and sensing the external imperial ambitions (Italy and Egypt) threatening the survival of the polity as an independent unit. He was then prepared to give concessions to regional elites in the condition that, he acknowledged their hereditary authority in their respective locality, the regional elites in return recognized his supreme power and pay tributes as a sign of submission. Throughout his reign, he continued to regard himself as princes *inter pares* (first among equals), until the end of his rule despite intense power rivalry and threat from the side of the nobility and external conflict.

To sum up, according to Kassahun (2007: 41), his region was characterized by some form of relatively loose association of the constituent parts with the center.

**3.1.3. Menelik II** (r. 1889-1913) who succeeded Yohannes IV is considered to have followed Tewodros's foot path in terms of consolidating and expanding the outreach of the state and introducing various aspects of modernity (Ibid: 42). Like his predecessor, Tewedros II, he had a keen ambition of introducing the technology and administrative advances of European countries into Ethiopia.

After consolidating his power base, driven by long standing ambition and historical claims Menelik managed to expand the territory of the state further into south, west and east and incorporated new areas through military expedition and peaceful subjugation. Once the expansion process was completed, while the traditional core of the North continued under the administration of semi-hereditary rulers who have accepted Menelik as their overlord, new governors were sent from the center to administer many of the newly controlled areas (Asmelash 1987: 28).

Notable from Menelik's administrative reforms, according to Paulos (1974: 127) are, the ancient administrative division of the empire, crystallized by time, during the rule of the autonomous chiefs was changed by a new division; and the Empire was divided into Awraja Ghizat (Province) and these in their turn were subdivided into woreda Ghizat (Sub-Province) as first and second orders in administrative subdivisions of the country.

Menelik's territorial expansion was consequential to the enlargement and multiplying of state services and activities. As a result taking note of the burden of public functions embodied in the person of the emperor and for the purpose of modernizing the administrative system, Menelik in 1908 created the first ministerial framework and established nine ministries for the first time in the history of Ethiopia. The ministerial system that he set up in 1907 appears to have been a reflection of his desire to give government an institutional basis and some degree of continuity (Paulos 1974:128 Bahiru 1991: 114). Kassahun (2007: 43) also noted that, the founding of a permanent capital roughly at the centre of the confines of the empire and instituting of a cabinet system and a council of Ministers during this period have modestly impinged on the situation of local government in Ethiopia at the turn of the twentieth century.

Despite, Menelik added additional new territories and modernized the system of administration than his predecessors, however, (Cohen and Koehn: 1980) argued that he was unable to fully reduce provincial autonomy, and at his death provincial lords seemed to have retained considerable authority. According to Clapham (1969: 18) central control had weakened with especially in the north the nobility tried to reassert their independence; they were helped by the virtual absence of a central government under Lij Iyasu and by the divided control of the Regency securing the central government control over the periphery turned out to be a major preoccupation of the succeeding emperor.

**3.1.4. Haile Sellasie I**, who assumed power as regent from (1916-1930) and emperor (1930-1974). On attaining power in Addis Ababa in 1916, Ras Teffarri [later Haile Sellasie I] carefully began to centralize authority and to transform the existing system into a bureaucratic empire (Cohen and Kohen 1980: 7). As Kassahun (2007: 43) further stated, after neutralizing the defiance of the powerful nobility through tactful and ruthless employment of Machiavellian methods, the gradual dismantling of regional power bases was more or less accomplished. This process was culminated in the promulgation of the 1931 written constitution which bolstered the power of the center ever than before. However, the constitution was the first in its kind in the political history of the country.

More particularly, referring to administrative organization, the constitution points out that the emperor decides the organization and regulation of all administrative departments (Paulos 1974: 132). Rey (1955: 123) claims that at the time, the provinces were governed in the name of the Emperor by appointees who were alien to the localities they ruled. Cohen and Koeheh (1980: 7) have the view that, the emperor designed the new provincial administration to facilitate the centralization of power and to ensure that the periphery remained loyal to the center. The *modes operandi* of his regime was characterized by autocratic rule, appointment of regional and local administrators from the center and effecting marriage alliances with the provincial nobility and hereditary chieftains, which was hoped to be instrumental in holding the empire together (Kassahun 2007: 43).

However, in spite of the fact that extensive power that regional lords held in the past had been eroded, the imperial government continued to utilize a system of local administration that emphasized order, political orthodoxy, and collection of taxes until the fascist Italy occupation interrupted the system from 1935-1941.

### 3.3. Local Government Reform in Ethiopia (1941-1974)

The occupation did not long survive Italy's entry into the second World War in December 1940, a British expeditionary force, aided by the Ethiopian resistance, liberated the country in an astonishingly short time, and in May 1941 Haile-Sellassie re-entered his capital (Clapham 1969: 19).

Once again, coming back to power Haile Sellassie's first move was to reassert his centralized rule that was interrupted due to the Italian invasion. However, maintaining his power through out the country as it used to be was not an easy task due to new developments emerged as a result of the occupation. The resurgence of attitudes and dispositions against centralized rule facilitated by the invasion and the subsequent dismantling of Hailesellassie's government on the one hand, and the rebellious mood then prevalent among influential leaders of the resistance on the other, posed threats to the resumption of absolute control at first. In addition to this, the legal agreements that Ethiopia was forced to sign with Britain in 1942 and 1944, following the liberation campaign which gave the British a position of ascendancy over Ethiopia's finance, administration and territorial integrity all this was clearly not to the liking of the king. (Kassahun, 2007; Bahiru, 1991)

However, this political situation did not last long. According to Clapham (1969: 19), most important for the maintenance of continuity was the facts that not only of the Emperor, his entourage, were the same as before the war. Once the emperor encroached to his traditional power he systematically controlled the situation through employing different tactics in a very astute manner.

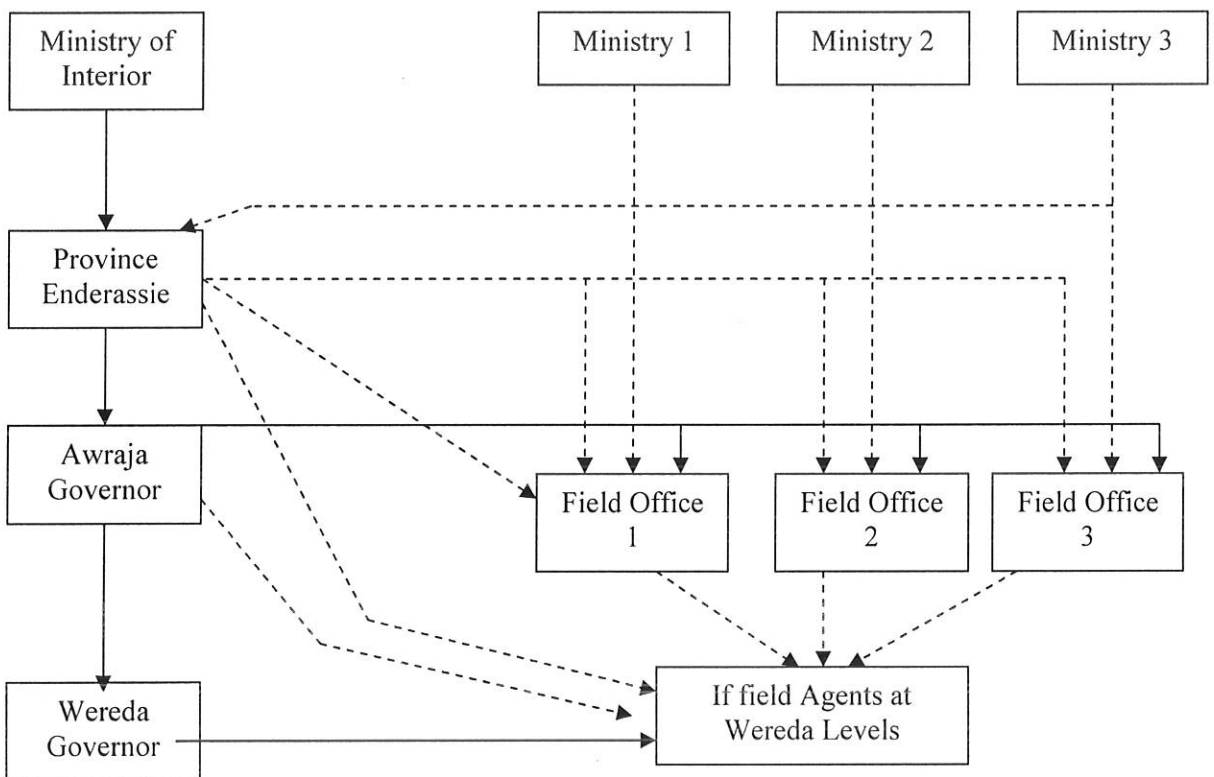
As mentioned above, after the war, Hailesellassie pursued a policy of centralization, but he also continued to introduce change in areas such as public education, the army and government administration.

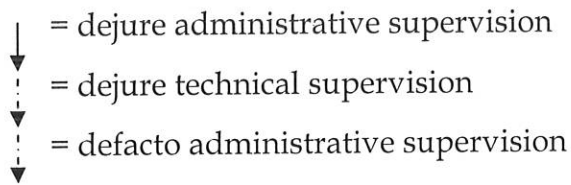
Hence, inline with consolidating the central power, the first move was taken by issuing decree No 1/1942. As Cohen and Koehn stated, this decree was designed to

limit the traditional powers and prerogatives of provincial rulers' at all jurisdictional levels, to establish the broad outline of a new local administration system, and to define the legal obligations provincial and municipal officials owed to central authorities (1980: 7). To this end, the Ministry of Interior was divided into three basic divisions, the security department responsive for police and prison administration, the provincial department responsible for the various levels of provincial administration, and the municipalities department responsible for municipal government in the provinces (Cohen 1973: 26).

As Cohen and Koehn (1980: 8) further noted, the system established under this decree and subsequent enactments involved appointment of local government prefects and the deconcentration of central ministries through the establishment of a network of subordinate field offices staffed by appointed officials. Therefore, provincial and Awraja governors were simultaneously serving as agents of the ministry of interior and of other central government ministries.

Cohen (1973) summarized the imperial regime system of provincial administration as follows.(see FIG. 1)





**Figure 1:** General Model of Provincial Administration under the Imperial rule.

Regarding classification of administrative units, after 1941, according to Kassahun (2007), the pre-war 32 Gizats were renamed “awrajas” (provinces) and the merger of many of them brought the total number of the new sub-national administration entities to 12. thus the newly created 12 awrajas constituted the first order administrative tier below the central government numerous weredas, “Mislènes” and “Miktel Mislènes” evolved in descending order of important as second, third and fourth administrative tiers of provincial government.

Later on, despite, significant change had not been maintained in the number of existing tiers of local government, by Decree No. 6 /1946 (IEG 1946), change of names in local government arrangement has been effected in descending order or importance as Taqilay gizat (governorate general), awaraja (province), wereda (district), and mikitil wereda (sub-district). According to Kassahun (2007:46), except change in labels, decree No. 6/1946 was not credited for entailing other alternations in terms of the essence, powers and functions with regard to the *modus operandi* of the political establishment.

In 1968, the country was again divided into 14 provinces or Teklay Ghizats, 103 sub provinces or Awaraj, 505 districts or wereda, and 949 sub districts or Mikitel worda. However, the subsequent termination of Mikitel weredas reduced the number of tiers below the national government to three. In addition, about 210 municipalities came under the jurisdiction of the municipalities department of the ministry of interior.

Notable from Haileselassie’s regime accomplishments are enactment of Decree No. 1 /1942 (IEG) providing for the establishment of provincial administration. The

decree also provided for the re-establishment of municipal administration as part and parcel of provincial government. In fact, in defining the provision of services related to urban life, the municipalities' proclamation of 1945 was also important document.

Another important move during this period was the 1973 Awraja self government reform. Pressure for such reform appears to have come from liberal Ethiopians and development experts who argued that formal centralization retarded local innovation. The objective of the reform was, therefore, to bring about rapid development by self-help initiatives and participation of the people in government activities through decentralizing the administrative apparatus at Awraja (sub-province) level. Hence, to serve as a pilot project, as Cohen and Koehn, explained, eighteen awrajas, at least one from each province, were selected for the 1974 local administration development, the two criteria for choice of a model Awraja were security and development potential (1980: 58). However, the reform initiatives become futile due to strong resistance from parliament and the turbulent political events that took place at the outset of the 1974 revolution.

In addition to the aforementioned accomplishments, though, the rationale for the design and promulgation of the two written constitutions, the 1931 and the revised 1955 constitution were tagged to the personal attribution of the monarch and lack in many respects implementation, the move towards modernizing the system of administration and enhancing the international image of the country could be said one step forward. As (Asmelash and Markaki's) argued a key motivation for the constitution [1931], therefore was, the progressive inclination of the monarch. A related move was the Emperor's high regard for world respect and concern for improving his country's image abroad (1974: 51). An additional imperative for promulgating the 1955 constitution transcending the modernity factor at the time, according to Bahru (1991: 206) was, to rectify the anomaly created after the federation of Eritrea with Ethiopia in 1941 by the juxtaposition of the constitution of 1931 with the more advanced Eritrean constitution.

Nevertheless, in two important respects, the revised constitution represented a departure from the past. These were the introduction of universal adult suffrage and the provision for an elected chamber of deputies, despite, their practical significance was slight (ibid: 207).

To sum up, local governments during the imperial era was characterized by tight de-concentration and bureaucratic complexities where by the central authorities enjoy tremendous power and control over local units down to the grass root level through a network of subordinate field offices staffed by appointed officials. Even, where elected local councils existed, they were typically ignored or manipulated by the central government appointees who occupied influential positions in the local government system Cohen and Koehen (1980: 8).

Therefore, such deficiencies coupled with economic and social problems that had been accumulated over time caused serious grievances among the people and the progressive intelligentsia, having been fermented, first led to an attempted coup in 1960 and later on paved the way to the 1974 popular revolution that brought the imperial regime into its final demise.

### **3.4. Change and Continuity in Local Government Administration in the Post-Revolution Years (1974-1990)**

Since early 1974, Ethiopia has been in a popular turbulence undergoing a remarkable transformation. The military leaders gathered from the country's major armed forces assumed the state power due to the absence of an organized political party to lead the popular revolution. Hence, the establishment of the "Provisional Military Administration Council" alias Dreg, which ruled the country for the next seventeen years, became a reality (Kassahun 2007:49).

Right after its establishment the PMAC or in Amharic "Derg" started to take several radical measures in administrative structures presumed to go in line with the

popular demand of the time. Among the most affected structures was the local administration. Local government structures and processes have in part been altered by proclamations and regulations issued in the rural and urban land reform legislations and supporting proclamations on Peasant Associations (PAS), Urban Dwellers Association (UDA) and land tax administration.

The first among a host of such moves that is relevant to issues of local government is the Land Reform Proclamation. The proclamation underlined that all those who had been engaged in farming as their means of livelihood are eligible to obtain land under Peasant Association (PA) as grass root units of administration (ibid:49).

Hence, to implement the newly introduced proclamations and policies a new blood was needed. Because, the regime considered former local government officials as constraints to the initiated reforms and the revolution. Thus, as Cohen and Koehen (1980:277) stated, the military [PMAC] purged the upper ranks of the provincial administrative system in the process. At the highest level the Derg secured the resignation of the Minister of Interior and all 14 governor-generals or enderasies. Thus, it took recourse to appointing new officials of its choice at the various levels of local government. In this manner, the vacuum created by the removal of the appointees of the old order from the governorate- general to the village levels was bridged (Kassahun 2007:50).

In this order, the PMAC quickly succeeded in bringing about dramatic changes in the composition of key provincial administrative personnel. The newly appointed local government administrators down to grass root level supported the new government's socialist objectives rather than the interests of the former landed elites and the aristocracy.

The PMAC also changed the title of Ethiopia's largest administrative jurisdictions from "governorate- general" or "Teklay Ghizat" to "Kifle Hager" or "administrative region". The head of each Kifle Hager was called "Chief administrator" instead of the former title "Enderasse or "Governor" respectively.

Change of names was also effected to some regions depending on the preferences of the local inhabitants concerned. According to Kassahun, "Tigre" was renamed Tigray, "Arussi" - Arsi; "Gemu-Gofa" -Gamo-Gofa; "Wollamo" - Wallaita etc (2007:57).

In addition to its efforts to renovate the previous structures of provincial administration, the PMAC worked to create new, mass- based rural and urban intuitions which then after termed Peasant Association and Urban Dwellers Association, throughout the country to make the people participate in the exercise of political power at the local level.

- **Peasant Associations**

Geared by the advises of scholars working in collaboration with the regime, beginning in 1975, the PMAC has been moving rapidly to take reforms in many respects. Therefore, as early as it came to power, as Cohen and Koehn stated, the PMAC promulgated a series of measures aimed at expanding grass-roots participation in land reform and rural administration (1980:280). The land reform measure taken by the regime at the time was a direct response to the long standing motto of the Ethiopian student movement 'Land to the Tiller". Therefore, the first proclamation No 31 of 1975, a proclamation to provide for the public owner ship of Rural Lands created 'Peasant Associations' and subsequent decrees expanded their authority and responsibilities and attempted to link the new local institutions more closely with the provincial administrative system.

Proclamation No.31/1975 also provided for the establishment of woreda and Awraja level PAS while the creation of regional level PAs was made possible a year and half later by another proclamation promulgated in September 1977 (Kassahun 2007:50). Regarding their functions and responsibilities the decree assigned PAS for implementing land reform measures, adjudicating disputes raised over land, building schools, clinics, rural roads and undertaking villagization schemes.

Proclamation No. 71 of 1975, the 'Peasant Associations Organization and Consolidation Proclamation' further expanded the duties and powers of PAS in addition to the functions established under the previous proclamation No. 31/1975. Thus, the proclamation grants PAs authority to establish, Revolutionary Administrative and Development Committees (RADC) at all levels of local administration starting from the wereda up to regional levels. RADCs were supposed to serve as fora for coordinating the activities of different ministries and their field agents. (Cohen and Koehn 1980; Kassahun 2007).

Peasant associations that were above the grass- roots level have been assigned for coordinating different tasks and channeling directives and regulations coming from the formal state institutions and superior PAs than duly performing local administration. Thus, as Kassahun (2007) summarized, the dual accountability of grassroots PAs to the higher PA bodies and formal administrative set up from the wereda up to the regional levels become the order of the day.

- **Urban Dwellers Association**

In October 1974, the PMAC suspended all municipal councils. Proclamation No.47 of 1975 created new urban cooperatives (later referred to as Urban Dwellers' Association) to assist the new urban land and housing policies. The government gradually moved urban dwellers' associations into representative and directing roles in the local government system.

Accordingly, the government established neighborhood urban cooperatives, then after known as 'Kebeles' and Higher Urban Dwellers' Associations known as 'Kefitegna' to perform urban functions and affairs in collaboration with the Ministry of Urban Development and Housing (MUDH), a newly established ministry to perform urban related affairs by the PMAC.

In the most populous cities, where more than one higher Urban Cooperatives exist, such associations were to form a central urban dweller's association. Each higher

association elects at least two of its executive council members to serve on the congress of the central association.

Proclamation No. 104, Articles 23 confers on central associations duties and powers formerly granted to municipal governments. Section 11 states that central associations are “to perform the duties expected of municipalities” and are to assume “all powers and duties” granted to municipalities by prior laws and regulations. The proclamation designates the central urban dwellers’ association as the principal locus of local control over urban government.

In general under the PMAC and later on the ‘Peoples Democratic Republic of Ethiopia’ (PDRE) administration, central and local administrative systems embarked on sweeping changes. While some seemed to be carefully planned and well thought others appeared to be hastily designed and ill conceived. For instance, it is worth noting that the consideration taken to resolve the problem of nation and nationalities and self-administration. To this end, 5 Autonomous and 24 Administrative Regions were established under the unitary structure of the PDRE by Proclamation No. 14, 1987 (PMAC). Accordingly, Assab, Dire- Dawa, Eritrea, Ogaden and Tigray were given autonomous status. As Kassahun (2007:52) explained, the measure can be taken as indication for the primacy of political considerations once again influencing decisions pertaining to local government.

The creation of peasant and urban dweller’s associations to act as local units, and the establishment of the Ministry of land Reform and the Ministry of Urban Development and Housing to help design and implement rural and urban land reforms respectively. The devolution of authority and wide functional responsibilities given to the new organizations and their elected leaders clearly constituted the most radical departure from the deconcentrated pattern of local administration adapted and carried forward under the imperial regime, though it was short lived.

However, confronted with armed liberation struggles on several fronts and towns the military regime responded with military force and used the newly created local

units for defensive purposes other than their normal functions. As Kassahun clearly put it, these organizations that were once envisaged as bastions of democratic self-government were gradually transformed into repressive arms of the bureaucracy.... the early days of the revolution progressively gave way to increased alienation of the people from the state and the leadership of mass organizations (2007:57).

### 3.5. Decentralization and Local government Reforms in Post 1991 Ethiopia

Following the collapse of Derg in May 1991, The EPRF Regime used ethnic - pluralism as an organizing principle to establish a federal state, creating primarily ethnic- based territorial units. As Kassahun (2007:59) noted the point of entry in this regard was the promulgation of the Transitional Charter (TGE 1991), which served as an interim constitution. The transitional charter affirmed the right of ethnic groups to self- determination, up to and including secession (Article 2) and provided for the establishment of local and regional governments "on the basis of nationality" (Article 13). The basic political objective in this ethno-linguistic state arrangement appears to be self- rule and empowerment in orders to promote a peaceful and stable- nation- building process (Mehert1998:9). Kassahun (2007:59) also states that, the charter outlined a framework for decentralized self- rule in a manner that could be viewed as a major departure form hither to existing state of affairs, at least at the level of policy.

However, organizing the state's structure along the ethno-language line is still a debatable issue in Ethiopia. According to Alem (2004:92), opponents of ethnic pluralism as an organizing principle fear that it invites ethnic conflict and risks state disintegration. In addition to this, many argue that the new regional state boundaries lack historical validity and needlessly endanger the survival of the Ethiopian states as presently constituted. Meheret (1998:9) also states that, the currently unfolding ethnic federalism has no precedence in the country's political history except for the brief but unsuccessful attempt by fascist Italy to create ethnic -based provinces when the latter invaded Ethiopia between 1936-41. Still others of ethno nationalist learning's doubt the

federal government's real commitment to ethno-national self-determination on the level of regional state(though), they support the ethnic- pluralism –based federal constitution perse, but claim that it has not been put in to practice (ALEM 2004:92) On the other side, its supporters argue that it has strengthened the unity of the country and its people by granting constitutional right to self-determination when the concerned group thinks that its right is denied or dominated. Despite contending views, the Transitional Government of Ethiopia (TGE) in 1992, by proclamation No. 1/1992 established National /Regional self governments on the basis of ethno-linguistic criteria.

Therefore, fourteen national regional states governments instituted and two cities (Addis Ababa and Dire Dawa) have been given due consideration and became special administration areas. But latter on, the merger of five Regions to form one larger region/state, viz, the southern Nations, Nationalities and People Regional State (SNNPRS) reduced the number to nine. However, as Meheret (1998:9) noted. The Ethiopian federal system assumed its present shape and form in 1995 following the adoption of the national constitution.

Accordingly, the Federal constitution of Ethiopia article 52(a) enshrined state governments to establish, a state administration that best advances self government. Thus, as Yigremew and etal (2005:8) noted, Weredas (districts) and kebeles (lowest government units) were established by regional constitutions in regional states.

According to Article 50(4) of the federal constitution, regional states can establish their own government and create other administrative levels that are found to be necessary and appropriate. These lower units of government are supposed to be provided with adequate power in a manner that could enable the people to participate directly in the exercise of self-rule.

Structure of Central - Regional Government of the Federal Democratic Republic of Ethiopia.

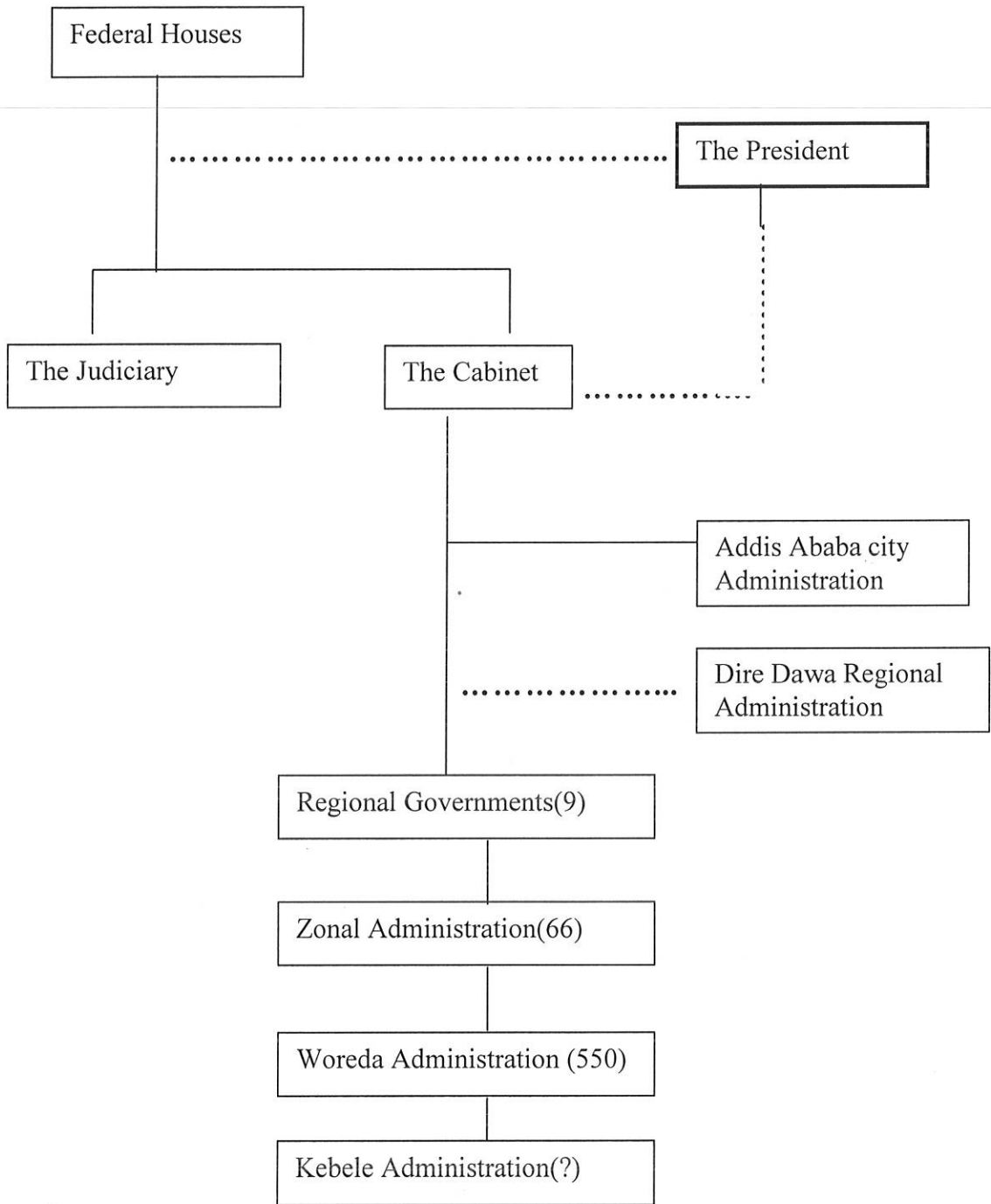


Figure 2.

Source: Some Preliminary observations on Institutional and Administrative Gaps In Ethiopia's Decentralization. (Working No.1 September 1998)

### 3.6. Local Administration in Oromia Regional State

The local administrative system in the Oromia Regional state is defined by article 45 of the constitution of the region (Proc. No. 1, 1995) re-establishing the state of the region. Accordingly, the region has a three-tier local government system viz. zonal, district/wereda and kebele administration. There are 12 zonal administrations under Oromia regional state.

- **Zonal Administration**

According to article 69 of the region's constitution, a zone is an administrative organ next to the Regional State comprising of a number of districts. With the exception of SNNPRS a zonal administration is an extended administrative unit without having its own council; as a result zone administrations are accountable to executive committee of the regional state. The regional council upon nomination by the president assigns the executive committee members.

As per the provisions put under article 70 of the Oromia constitution, a zone administration has a chairman, vice chairman and chief secretary and two other members and charged with the following important prerogatives.

- It shall implement the social services and economic development programmes of the zone
- It shall draw up its annual budget and upon approval implement it.
- It shall ensure the proper implementation of the policies, laws, directives and decisions made by the council and or executive committee of the regional state.
- It shall through its executive committee, direct, co-ordinate and supervise the activities of the districts of the zone

According to article 71 of the constitution of Oromia the chairman of zonal administration has the power and duties of:

- Directing the administration of the zone,

- Coordinating the activities of the zone executive committee
- Overseeing and coordinating the activities of the various government institutions and departments of the zone
- Directing and overseeing zonal security and power in the enforcement of law and order.

- **District Administration**

As per article 74 of the constitution of the region, a district is a local government structure that links local community administrations of urban and rural authorities i.e. kebele administrations. Moreover, districts are local governments having their own council, executive committees, judicial organ, office of the district attorney, district security and government offices to run social and economic development.

- **Kebele Administration**

Kebele administration like other administrative regions is the basic unit in the administrative structure of Oromia regional state. Its structure and functions are defined under article 84 of the constitution of the region that a kebele administration comprises an assembly, an executive committee social, economic and security organs as well as a social court. Kebele administration is accountable to the electorate, the DEC and the DC.

## **Chapter Four**

### **A Brief Background of North Shoa Zone, Oromia Regional State**

#### **4.1. Historical Background**

Part of North Shoa Zonal Administration, which is administered in Oromiya Regional state since 1992 E.C. was formerly known as Selale Awraja and had been one of the eleven Awrajas of Shoa province during the Imperial Era and the Derg administration. The zonal capital city, Fitcha town, according to local sources is said to have been established by Ras Darghe, one of Menelik's high ranking profiles and close relative. According to the same sources, Fitcha town was established earlier than the establishment of Addis Ababa City. At present there are sixteen districts and two administrative towns have been incorporated under North Shoa Zonal Administration. There are several zonal offices organized under the zone administration to provide several public services to the community. See (fig.3).

#### **4.2. Physical Characteristics**

North Shoa zone is the second smallest zone, next to south west shoa zone in Oromiya Regional state. It comprises sixteen districts, including two urban Administrations (Fitcha and Sendafa) towns. North Shoa is located between 8°55' - 10°23' North latitudes and 37°58' - 39°22' east longitudes. It borders, east Shoa zone to the south east, west Shoa zone to the south west, Amhara regional state to the north and north east and Addis Ababa City Administration to the south. (See Annex 1).

The total area of the zone is about 12003.32km<sup>2</sup>. Fitcha is the zonal capital. The area of the districts according to recent data is as indicated in Table 1.

**Table 1. Capital city, Area, and PAS of the district of the Zone.**

District	Capital city	Area (km <sup>2</sup> )	Peasant Associations
Wera Jarso	Gohatsion	1340.5	23
Dera	Gundo Meskel	1681.4	33
Hidhabu Abote	Ejere	485.8	19
Kuyu	Gerba Guracha	994.7	23
Degem	Gambiso	676.4	18
Fitche Town			0
Girar Jarso	Fitche	599.9	17
Yaya Gulele	Fital	383.2	17
Debra Libanos	Debre Libanos	250	10
Wuchale	Muka Turi	590	19
Jida	Sirxi	530	15
Abichu Gna'a	Mandida	664.5	19
Kembibit	Sheno	928.9	29
Bereh	Sandafa	601.4	22
Sandafa town			0
Aleltu	Miqawa	650	23
Suluta	Chancho	1026.5	20
Mulo	Hojja Dure	600	12
Total		12003.2	321

Source: Socio-economic Profile of North Shoa Zone, 1999

## Relief and Drainage Pattern

**4.3. Relief:** North Shoa is characterized by dissected high plateaus and mountain associated with hills, valleys and gorges. Its altitude extends from about 1000 meter above sea level (found in Abbay gorge in Wara Jarso district or Goha Tsion), to over

3500 masl (found in Degem and between Sululta and Bereh districts). The larger portion of the zone lies between altitudes ranging from 2500-3000 masl.

**1.2. Drainage Pattern:** North Shoa zone is drained by numerous rivers and streams. The area has a big potential of water resource. Some of the major rivers are Abbay, Muger, Jema, Milki, Aleltu, Silmi, Dubar and Wasarbi. Similarly, Robii, Indris, Bolle, Leman Girar Aragesa, Jila and Walaqaa are some of the major streams found in the zone. There are also many springs like Bati Abaye, Torban Ashe...etc, in the zone. The available water bodies so far are largely used for domestic purposes like drinking cooking and washing.

#### **4.4. Population**

According to 1998 E.C. population projection, the total population of the zone was 1,621,091 from this rural population was 1,467,049 (736,252 females) while urban population 154,042 (80965 females). The average crude density of the population, was 140.88 per km<sup>2</sup> in 1998 E..C. 2005/06. The highest crude density registered was that of Yaya Gulele, 213 persons per km<sup>2</sup> followed by Girar Jarso 199 persons per km<sup>2</sup>. This means absence of land that is not occupied by the people in the zone. For detail, ( See Table.2)

Table 2

## Population Size by Sex and Residential Status (2005/06) 1998 E.C

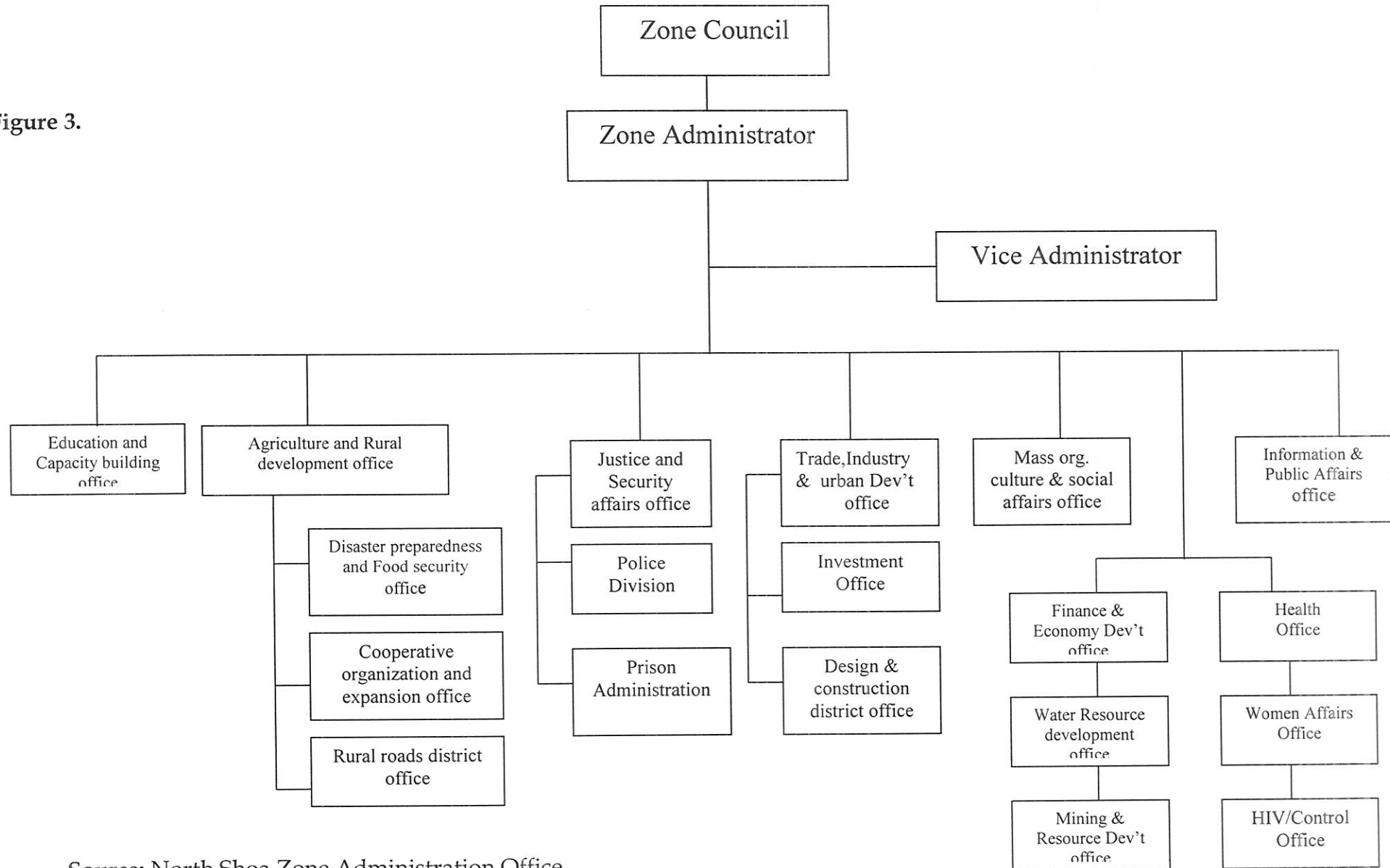
Zone and District	Population Size by Sex and residential Status										Crude population Density
	Urban and Rural			Urban			Rural				
	Total	Male	Female	Total	Male	Female	Total	Male	Female		Population density
Abichu Gnya	82435	40939	41496	4502	2123	2379	77933	38816	39117	665	124
Alaltu	78982	39529	39453	3989	1847	2142	74993	37682	37311	650	
Berahi	77752	38819	38933	-	-	-	77752	38819	38933	601**	151**
Degam	114702	58270	59132	5166	2371	2795	112236	55899	56337	672	174
Dera	192720	93888	98832	5717	2495	3221	187004	91393	9561 1	1681	115
Adm. of Fiche Town	37853	18450	19403	37853	18450	19403	-	-	-	*	*
Girar Jarso	81687	41188	40499	-	-	-	81687	41188	40499	600**	199**
Hidabu Abote	89387	44350	45037	3555	1675	1880	85832	42675	43157	486	184
Kuyu	138933	68866	70067	19825	9186	10639	119108	59680	59428	995	140
Sululta	123423	60993	62430	10590	4902	5688	112833	56091	56742	1027	120
Mulo	64403	31828	32575	7155	3385	3770	57248	28443	28805	600	107
Kimbibit	109759	54339	55420	12210	5751	6459	97549	48588	48961	929	118
Wara Jarso	158106	78808	79298	11931	5451	6480	146175	73357	72818	1341	118
Jida	51980	25667	26313	910	429	481	51070	25238	25837	530	98
Wuchale	89930	44405	45525	5422	2584	2838	84508	41821	42687	590	152
D/Libanos	31270	15775	15495	10373	5193	5180	20897	10582	10315	250	125
Sendafa Town	13370	6546	6824	13370	6546	6824	-	-	-	*	*
Yaya Gulele	81699	41214	40485	1472	688	784	80227	40526	39701	383	213
North Shoa	1621091	803874	817217	154042	73077	80965	1467049	730797	736252	12003	135

Remark •. k:-\*\* Including Administrative town (Fiche and Sandafa -Bake)

\* The area of administrative town was not isolated fi'om rural districts.

# Organizational Structure of Executive offices of North Shoa Zone

Figure 3.



Source: North Shoa Zone Administration Office

According to July 1, 2004 population projection of North Shoa 2004 (as quoted in SEPNS, 1999 document), while the younger population that is less than 15 years accounted for 48.5%, the adult and old age groups, 15-64 and above 64 years constituted 49.2% and 2.3% of the total zonal population respectively. This means there is high dependency ratio in the zone, like other regions of the country.

Sex ration of the Zone that is numbers of males per female is 98. This means that relatively there is an excess of female population over male population in the zone. According to BOFED (2000: 268), the female population accounted for about 54.1% of the urban and 49.7% of the rural.

## **4.5. Agriculture**

According to SEPONS (1999: 16), there are 321 recognized peasants associations in the zone having 211,217 members (28,282 females) in the associations. Most of the peasant associations depend on agriculture growing crops and livestock rearing adopting mixed farming. In addition some of the farmers are growing vegetables and fruits using traditional irrigation methods.

There were 92 farmers' service cooperatives in the zone in 1998 E.C (2005/06). The cooperatives contain 47,156 (4645 female) farmers. The cooperatives provide agricultural inputs such as, fertilizers, pesticides, improved seeds and the like.

### **4.5.1. Land Resource and System of Cultivation**

Though, there is some variation in available documents regarding land resource of the area, but according to 1992 E.C. organized data shows there were 52.7%, 23.65%, 5.76% of hectares were categorized under cultivable, pastoral and different types of forests and shrubs respectively.

The average farm land size in the zone was about 1.9 hectares. All agricultural activities are under small scale peasant holding. There is no large scale private as well as state farm in the zone.

The farming system is characterized by traditional methods hand dug and oxen driven are the commonly employed type of ploughing. Though the latter type of ploughing is the most widely used, however, according to BOFED (2000: 268) about 13.9% of the farmers in North Shoa had no farm oxen.

On the other hand there are many crop diseases that decrease the productivity of crop production, such as stalk borer, cut worm, aphids, shoot fly, beetles, grass hopper and etc...

#### **4.5.2. Crop Production**

Different types of crops are produced in the zone. Teff, Wheat, Barley, Maize, Sorghum. From cereals, horse beans, field peas, chick peas, lentils and vetch. From pulses, and Niger seed and Fenugreek from oil seeds are the most widely cultivated crops in the zone. For detail( see table.3)

**Table.3.Land cultivated in ('000) hectare and production obtained in('000)quintal in 1997/98 E.C**

Types of Crops	1997 E.C				1998 E.C			
	Meher Season		Belg Season		Meher Season		Belg Season	
	Area	Production	Area	Production	Area	Production	Area	Production
<b>Cereals</b>	<b>425.72</b>	<b>5749.853</b>	<b>30.441</b>	<b>389.738</b>	<b>489.713</b>	<b>2408.198</b>	<b>22.395</b>	<b>287.097</b>
Teff	141.96	1246.709			147.269	1462.295		
Wheat	112.7188	1927.872	0.239	3.744	121.89	2226.657	0.163	1.959
Barley	70.306	1007.044	30.037	384.249	766.29	1218.553	22.191	284.906
Oats	1.477	10.789	0.165	1.745	2.322	25.618	0.037	0.232
Wild Oats	10.552	48.525			20.664	79.931		
Maize	7.822	127.628			15.496	342.236		
Sorghum	80.884	1381.286			105.443	2022.914		
<b>Pulses</b>	<b>98.513</b>	<b>863.178</b>	<b>1.828</b>	<b>10.724</b>	<b>106.665</b>	<b>941.364</b>	<b>0.521</b>	<b>3.227</b>
Horse beans	44.459	430.630			47.783	443.066		
Field Peas	16.751	129.273	0.506	3.671	17.555	121.058	0.416	2.57
Lentils	11.476	50.265	1.205	6.23	13.103	81.481	0.103	0.642
Chick Peas	10.867	99.748	0.113	0.793	11.904	109.608		
Haricot beans	378	32.12			0.642	6.316		
Vetch	14.584	1500.01	0.004	0.03	15.678	179.835	0.002	0.015
<b>Oil Seeds</b>	<b>18.041</b>	<b>81.99</b>			<b>23.387</b>	<b>120.32</b>		
Niger Seed	10.497	43.971			10.991	48.378		
Linseed	4.838	27.936			10.013	54.001		
Rapeseed	0.697	2.99			0.891	8.18		
Sun flower	0.803	5.654			0.823	6.012		
Sesame	1.206	5.430			0.669	3.749		
<b>Total</b>	<b>542.274</b>	<b>6694.981</b>	<b>32.269</b>	<b>400.462</b>	<b>619.765</b>	<b>8469.921</b>	<b>22.916</b>	<b>290.324</b>

**Source: - North Shoa Zone Agricultural & rural Development Office**

### **4.5.3. Livestock**

As the data obtained from zonal office of agriculture and rural development indicates, the size of livestock population in the zone was about 3.1 million in 1998 E.C. from this the number of cattle, sheep and goat were about 1,523,052, 930,339 and 299,432 respectively. Similarly the number of donkeys, horses and mules estimated to be 199,767, 103,883 and 11,343 respectively.

Livestock plays significant role in the economy of the region in general the farmer households in particular. They are a source of food like (meat, milk, yoghurt etc) and serve as draught power for cultivation and transportation they also have prestige value as an indication of status and wealth and security in the society.

### **4.5.4. Major Agricultural development problems**

Some of the problems are shortage of farm land, soil erosion, deforestation, rain fall variability, prevalence of pesticides and animal diseases, low usage of agricultural inputs, lack of agriculture professionals and veterinary services and professionals, shortage of grazing lands and etc ... are some of the major constraints to agricultural development in the zone.

### **4.6. Food Shortage and Situation of Drought**

As the data obtained from zonal office of agriculture and rural development indicates, there was no drought in 1997 and 1998 E.C in the zone, but the production was less than the expected. This was due to the occurrence of natural hazards like land slide, heavy rain falls and existence of crop pests. All of the farmers did not get sufficient food production.

All agricultural activities are under small scale peasant holding. There is no large scale private as well as state farm in the zone. The agriculture system is characterized by traditional methods. Hand dug and oxen driven are the commonly employed methods of farming in the zone.

## **4.7. Education**

According to SEPONS (1998: 27) in 1998 E.C. one governmental and 26 non-governmental owned kinder garden as well as 382 primary schools (218 first cycle or 1-4, four second cycle or 5-8 and 160 primary schools 1-8) were available in the zone. Similarly seven secondary (9-10) and 8 (9-12) senior secondary school including preparatory with 3 TVET (Technical and vocational Education Training) centers were found in the zone. ( see Table 3)

### **4.7.1. Teachers qualification and their numbers:-**

In the teaching and learning process one of the main factors, which affects the quality of education and shaping citizens is the quality of teachers. In this respect, there is shortage of qualified teachers. According to the interview response of some teachers and education experts in the zone, even the existing teachers and other supporting staffs are very much dissatisfied due to lack of incentives, poor salary schemes and improper working conditions. As a result, there is a problem of professional teachers in the zone. Especially, as the socio-economic profile document of the zone reveals there is acute problem of teachers starting from 2<sup>nd</sup> cycle primary.

Schools up to preparatory level as well as in TVET schools in the zone. For instance, the number of teachers who full filled the minimum requirement of teach in the secondary school first cycle secondary school/preparatory in the 1998 E.C was only 313, and 95 respectively. This is a very small number as compared to the number of students with the ratio of 3: 100 and 2: 100 respectively. (being the No. of Students in the two category 9925 and 6142 in 1998 E.C academic year). See table 4

**Table 4 Number of Schools in North Shoa Zone by type and ownership 1998 E.C**

No.	Name of District	Kinder		Primary School						Secondary School					
		Garden		1 <sup>st</sup> cycle1-4		2 <sup>nd</sup> cycle5-8		Grade 1-8		Grade 9-10		Grade 9-12		TVET	
		Gov't	NG	Gov't	NG	Gov't	NG	Gov't	NG	Gov't	NG	Gov't	NG	Gov't	NG
1	Abichu gnae		1	11				12			1				1
2	Berak		2	7				12							
3	Degam		1	20				10		1					
4	Dera		1	24				18				1			
5	Girar Jarso			18				4							
6	Hidhbu Abote			14		1		2							
7	Kuyu		3	14				14				1			
8	Sululta	1	3	22	1	1		13				1			

Source: North Shewa Education Office education statistics annual abstract, 1998 E.C

No.	Name of District	Kinder		Primary School						Secondary School						
		Garten		1 <sup>st</sup> cycle1-4		2 <sup>nd</sup> cycle5-8		1-8		Grade 9-10		Grade 9-12		TVET		
		Gov't	NG	Gov't	NG	Gov't	NG	Gov't	NG	Gov't	NG	Gov't	NG	Gov't	NG	
9	Kimbibit		3	11				11					1			
10	WaraJarso		1	13		1		16		1		1				
11	Wuchale			18				9				1				
12	Yaya Gulale			10				8		1						
13	Fitche town		5	2	3			4		1		1		1	1	
14	Sandafa town		5	1				2				1				
15	Alaltu		1	6				6	1							
16	Dabra Libanos			8		1		4		1						
17	Jidda			8				5								
18	Mulo			7				2								
<b>Total</b>		<b>1</b>	<b>26</b>	<b>214</b>	<b>4</b>	<b>4</b>		<b>159</b>	<b>1</b>	<b>6</b>	<b>1</b>	<b>8</b>		<b>1</b>	<b>2</b>	

Source : North Shewa Education Office education statistics annual abstract, 1998 E.C

**Table 5.**Number of teachers in school by education level and sex in governmental and non governmental schools in 1998 E.C

Level of Education	Grade (1-8)		Grade 9-10		Preparatory		TVET	
	Male	Female	Male	Female	Male	Female	Male	Female
Grade 12								
TTI	1805	1351	5					
University 1 <sup>st</sup> year	8	2	1					
University 2 <sup>nd</sup> year	7	1					6	
University 3 <sup>rd</sup> year							1	
Diploma	618	129	199	13	25	2	19	11
BA/BSC	1			5	63	5	8	
MA/MSC							1	
Others	4							
<b>Total</b>	<b>2443</b>	<b>1484</b>	<b>295</b>	<b>18</b>	<b>88</b>	<b>7</b>	<b>35</b>	<b>11</b>

Source: North Shoa Education Office

**4.7.2. Enrolment of students:** - In 1998 E.C. academic year about 221,236 students (100859 females) were enrolled in primary schools. Similarly, about 2301 (1158 boys and 1143 girls) children were enrolled in government and non government kindergartens. In both first cycle and second cycle secondary schools 20922 students out of which 7019 females were enrolled in schools excluding number of TVET students (Source North Shoa Zone Education office).

## 4.8. Health

As the data obtained from North Shoa Zone health office indicate where there is one Hospital in Fitch town, other health service centers, i.e. 12 health centers, 34 clinics, 64 health posts were into effect throughout the zone in 1997 E.C; but the number of health posts increased by 13 and change the number of 77 in 1998 E.C. there were also other health institutions administered under other non-governmental organizations, 24 clinics, 6 drug shops and 169 vendors in 1997. But, while the number of clinics increased by 8, the number of drug shops and vendors declined by 1 and 2 respectively in 1998 E.C.

There was also a decrease in the number of Doctors, Health Officers and Health Assistants working in governmental health institutions in the period from 1997 to 1998 E.C. For further information (See Table 6).

**Table.6. Number of Medical Personnel working in Health Institution administered under Health Office (including NGO)**

No.	Number of Medical Personnel	1997			1998			Location /District
		Gov't	Non Gov't	Total	Gov't	Non Gov't	Total	
1	Doctors	7	-	7	4	2	6	Fiche and Kuyu town
2	Health officers	15	-	15	10	-	10	Zone and District
3	Nurses	246	-	246	287	-	287	"
4	Pharmacists	1	-	1	1	-	1	"
5	Pharmacy Technician	14	-	14	20	-	20	"
6	Lab Technician	29	-	29	30	-	30	"
7	X-ray Technician	2	-	2	2	-	20	"
8	Pharmacy attendant	-	-	-	-	-	-	"
9	Sanitarians	19	-	19	21	-	21	"
10	Health Assistance	64	-	64	54	30	84	"

Source: North Shoa Health office.

#### 4.9. Transport and Communication

According to data obtained from the zone socio-economic profile document, North shoa zone has about 629 kms of all weather roads (300 km Asphalt and 329 kms rural roads) until 1998 E.C. other transport networks like rail way, water and air ports were not found in the zone. The condition of rural roads and their network is poor. As a result, people living in the rural areas are using Horses, Donkey and Mules as a means of transport. For roads distribution, (see Table 7)

**Table 7. Distribution of Roads by Types in North Shoa Zone 1998 E.C.**

No.	Name of District	Name of Capital	Length (KM) and Types of Roads			Total
			Gravel	Asphalt	Rural road	
1	Y/Gulale D/L	Fital	24	15	0	39
2	Degam	Ambiso	0	30	25	55
3	WaraJarso	Gohatsion	0	42	12	54
4	Hidabu Abote	Ejere	40	0	0	40
5	Berek Alaltu	Sandafa	77	65	15	157
6	Abichy gnae	Mendida	85	0	0	85
7	Kuyu	G/Guracha	40.5	24.5	16	81
8	Kimbibit	Sheno	11	24.5	64	99.5
9	WuchaleJida	Mukaturi	25	25	50	100
10	Dara	Gundo Maskal	45	0	118	163
11	Sululta Mulo	Chancho	41	55	0	96
12	Girar Jarso	Fiche	21	19	29	69
Total			409.5	300	329	1038.5

Source FED office of North Shoa Zone 2005/200

#### **4.10 Trade**

The zone is producing cereals, pulses and oil seeds for consumption and for sale. Cattle goat, sheep and poultry are also reared in the zone and sold to local and near by markets. Several hide and skins are supplied to Addis Ababa market. In general major trading items are agricultural products and agricultural raw materials.

#### **4.11. Water and Energy Supply**

**Water:** - spring, hand dug well, shallow and deep wells are the major sources of potable water in the rural and urban areas. In 1998 E.C coverage of potable water supply was about 42% of the total population of the zone. (Source annual Report of water development office of North Shoa zone)

**Energy Supply:** since the area is dominantly rural the use of modern type of energies is very poor. As sources of domestic energy supply, fire wood, animal's dung, crop residues, charcoal and kerosene are major sources domestic energy in the zone. However, in most urban centers of the zone, in addition to these, electricity and kerosene are alternative sources of energy.

#### **4.12. Tourism**

Mugar Valley and Derba water Fall: At 55 km from Finfinne and 15 km from Sululta district town Chanbo. The Valley is formed at a merging point of two big gorges creating a site of fantastic natural scenery. Darba Water fall is one of the largest water falls in the country.

Monastery of Debre Libanos: The monastery is found at 107 kms North of Addis Ababa. It is founded by Saint Tekle Haimanot as early as 1260. Interior paintings and historical antiquities in min-museum of the church add to attraction of the monastery.

Portuguese Bridge: Built in 16<sup>th</sup> Century by Portuguese the bridge construction, as legend says, was consisted of stone, sand and egg yolk as a binding agents. The forest and wonderful view of Zega-Wedem and Jama river gorges, the water fall beneath the bridge and deep cliffs of the area could also contribute to natural beauty.

Goha Tsiyon Mariyam and Washa Michael Churches: the historic Goha Tsiyon Mariam Church was founded first in 1864 (rebuilt in 20 century) is situated on Southern edge of Abbay (Blue Nile) in Goha Tsion town, and Washa Michael (Cave) church is also located on the slope of Abbay gorge near to Goha Tsiyon town.

Blue Nile Gorge: The Blue Nile River is about 30 minutes drive from Goha Tsiyon town. The river formed natural boundary between North shoa Zone of Oromia regional state and East Gojam zone of Amhara regional state. Blue Nile gorge has wonderful natural scenery.

### 4.1.3. Finance

Regarding financial situation of the zone, attempts have been made to get full information as much as possible. However, it was only possible to get the two years (1997 EC and 1998 EC) revenue and expenditure of the zone. Therefore, as the two years data show the zone is by large dependent on the regional government's subsidy. For instance while the two year total revenue of the zone collected from each wereda in 1997 E.C. and 1998 E.C was Birr 28, 692,975.93 and 27,676,792.92 respectively, in the same years, its expenditure was birr, 21,235,279 and 97,441,915 according.

**Table.8. Revenue and expenditure of the zone in 1997/ 98 E.C**

No	Descriptions	1997 E.C	1998 E.C
1	Revenue	28,692,975.93	27,676,729.92
2	Expenditure	79,646,368	97,441,915.00
3	Subsidy	56,386,143.00	69,759,219.00

Source Finance and Economic Development Office of the Zone (summarized)

Comparatively the total revenue collected in 1998 E.C was less than that of the total revenue collected in 1997 E.C. while the expenditure was greater than the previous year.

With regard to financial institutions, there is one branch of commercial bank of Ethiopia in Fitch town that serves all the weredas/districts. There is also one development Bank of Ethiopia in the same town.

**N.B .**All the data mentioned above were obtained from different institutions of the zone, BOFED document of Oromia regional state and socio-economic profile of the zone prepared by planning and Budget team as well as from discussions made with knowledgeable individuals in the zone.

The study believes that this brief summary would give some highlight about North Shoa Zonal Administration area for those who have interest to further research on the area or want to know about the region in general.

# Chapter Five

## Analysis of Data and Interpretation

### 5.1. Explanatory Statement

Many countries turn face to measures of decentralization as a way of realizing rapid socio economic endeavors, effective service delivery and local self rule. Decentralization is thought to have advantages in terms of smooth and efficient running of public affairs by devolving the central government's power to sub-divisions of the state apparatuses down to grassroots level. To this end, as (Work:1991) argued, entrenching the governance realm ,provides options for individual citizens by promoting government responsiveness, enhances opportunity for local economic activity, and facilitates the taking shape of an active and vibrant civil society.

Therefore, as it is described in chapter two of the present research, there is strong correlation between decentralization, development, good governance and democracy in bringing tangible change in the living standard of various segments of society especially the disadvantaged ones living in both urban and rural area.

Ethiopia is also one of the countries who officially adopted decentralization since August 1992, as a means for resolving the political, administrative and socio-economic problems of the country by establishing regional governments to deal with specific problems of their locality.

Hence, according to the constitution of the FDRE, article NO. 52 sub-article C. state governments have been empowered to formulate and execute economic, social and development policies, strategies and plans of the state; (or their own). It is, hence, to this end that the following data in various ways (as mentioned in the methodology) have been collected in order to test the hypothesis of the research question, whether the intended decentralization brought rapid development in the focus area of the research, i.e. North Shoa Zonal Administration, Oromia Regional State.

All data included in the survey are thought to be indicators of decentralization cum development in the above mentioned area. However, at the same time the study includes explicit good governance and participatory democracy indicators as these factors have strong correlation and mutual existence to gauge the impact of decentralization on development activities.

## **5.2. The Classification Characteristics of Respondents**

The universe of the sample included all citizens of voting age living in the sixteen districts of North Shoa Zonal Administration. However, the study selected one administrative town, the seat of the zonal administration and three other districts or weredas using cluster/area sampling design techniques: Zone, wereda and kebeles Hence, Fitcha, the seat of the zonal administration, and three districts, namely, Kuyu wereda, Debre Libanos wereda and Yaya Gulele wereda were selected on purposive sampling basis.

In total 265 questionnaires were distributed to different respondents of different groups, concerned in one way or another with the research topic. The respondents include Public officials, government employees, civil society organizations, NGOs, development partners and rural and urban dwellers living within the sampling compound. From the total 265 questionnaire 261 responded which is an overall response rate of 98.49%. This provided a total sample of 32 Public officials and employees, which is 12.26% of the total completed sample size base, 15 members of CSOs, which cover the 5.75%, in addition, 14 NGO workers, constitute 5.36% of the sample size and 200 urban and rural residents engaged in different activities which constitute 76.63% of the total completed sample size. Respondents were then selected proportionately to represent as much as possible the true reflection of the different groups of the society towards the case in point.

To make the investigation clear and adaptive with the local conditions, the instruments were prepared in two languages, (English and Amharic) and translation into Oromiffa was being conducted by the data collectors whenever necessary while

questionnaires and interviews were carried out in some areas. All interviews were made in the language of the respondent's choice.

The researcher instructs to the data collectors emphasizing that they should select respondents randomly from a cross-section of persons representing different perspectives on decentralized governance besides the researcher's personal involvement and supervision. Accordingly, the respondents should be at least 18 years of age and should have knowledge about the area and the research topic as much as possible. More specifically, the researcher grouped them for a rough balance between the following groups:

- High ranking Public Officials and Employees
- Members of CSOs , NGOs, working on development activities.
- Business persons, Farmers, lawyers and,
- Other residents engaged in different professions and activities.

The aim of the research was to investigate and understand the challenging issues attached with decentralized governance and development endeavors in the study area. In order to identify this activity the researcher tried to list out some potential variables that facilitate this study based on the theoretical definitions of decentralization, good governance and democracy and their conceptual correlation referred in chapter two. Therefore, in light of theoretical tenets in the field, and based on the findings of the research, the positive outcomes, problems, challenges and possible prospects of decentralization and its impact on development activity in the studied area is analyzed to give suggestions and recommendations accordingly.

**Table.9. Classification of the Sample and Response Rates**

Category	Sample Released	Completed Sample Size*	Mean*	Percent (%)	Remark
<b>1.Units of Analysis:</b>					
Urban and Rural Residents	200	200		76.63	
Public Officials and government employees	35	32	65.25	12.26	
Civic Society Organizations	15	15		5.75	
NGOs	15	14		5.36	
<b>2. Response Rate</b>				98.49 (261/265)	
<b>3.Sex:</b>					
Male	265	179		68.58	
Female		82		31.42	
<b>4. Age:</b>					
18-30 years		74		28.35	
31-40 years	265	92		35.25	
41-50 years		72	65.25	27.59	
51 -70 years		23		8.81	
<b>5.Education:</b>					
Illiterate		32		12.26	
Informal Education		11		4.22	
Less than 12		103	43.50	39.46	
Certificate /above 12	265	47		18.01	
Diploma		54		20.69	
Degree		14		5.36	
Masters and above		--		--	

<b>6.Occupation:</b>					
Public officials		32		12.26	
Civil Society activists	265	15		5.75	
NGO Workers		14		5.36	
Government employees		28		10.73	
Business persons		35		13.41	
Private enterprise employees		15		5.75	
Lawyers		4	21.75	1.53	
Farmers		54		20.69	
Service providers		24		9.20	
Students		13		4.98	
Housewives		6		2.30	
Unemployed and others		21		8.05	
<b>7. Income:</b>					
Less than 1000 Birr	265	106	65.25	40.61	
1000 - 2000 Birr		70		26.82	
2001 - 3000 Birr		67		25.67	
Over 3001 Birr		18		6.90	

Legend: \* Calculations based solely on valid answers (missing values excluded).

Mean scores could range from 0 to 100. Representing a percentage out of 100

### **5.3. Rationale for probing respondent's awareness about Decentralized governance**

'Governance' is no longer the domain of governments alone but is increasingly involving contributions and participation from different sects of society and stakeholders. To this end, the general public and interest groups, such as civil society, pressure groups and other different institutions of the community need to be familiarized and be active participants on the on going activities and agendas of the day taking place around them. Based on this conception, the researcher found it is necessary, first to probe the general understanding of the respondents about 'Decentralized governance and its impacts on their living.

In this regard, Tables from 1-4 contain survey questions forwarded to respondents to know the depth of knowledge they have about the case; and their responses in number and percentage to the given closed type of options intended to weigh the respondents understanding and opinion on the issue.

**Section I.** This part contains the survey questions included in questionnaire No.1, Presented to respondents living in rural and urban areas in the selected sample sites/districts.

**Section I. Survey Question No.1**

1. Do you know what decentralized governance mean?									
Response Options	Frequency (Number of respondents by Wereda or City)				Percentage (%) of Respondents by Wereda or City)				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural&Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combined %
Yes	27	21	27	15	54	42	54	30	45.0
No	16	12	7	14	32	24	14	28	24.5
A little bit	6	13	13	17	12	26	26	34	24.5
Very Little	1	4	3	4	2	8	6	8	6.0
Total	50	50	50	50	100	100	100	100	100.00

To being with question No.1 which probes the general knowledge of decentralized governance; the summarized sum of responses from the four sample areas, i.e. Fitche,

Kuyu, Debre Libanos and Yaya Gulele, herein after for the simplicity of explanation referred as, **A<sub>1</sub>**, **A<sub>2</sub>**, **A<sub>3</sub>** and **A<sub>4</sub>** accordingly, are as follows:

From the respondents living in **A<sub>1</sub>**, **A<sub>2</sub>**, **A<sub>3</sub>**, and **A<sub>4</sub>**, for question No.1, category 'Yes' or responses for having good knowledge towards 'decentralized governance' were, 54%, 42%, 54% and 30% respectively. While **A<sub>1</sub>** and **A<sub>3</sub>** responded above 50%, **A<sub>2</sub>** and **A<sub>4</sub>** responded below 50%.

Those who have responded to 'No' or 'no knowledge' about 'decentralized governance', range from 14%-32% in general in the sample areas. I.e. in **A<sub>1</sub>**, (Fitche), the seat of the zonal administration, surprisingly enough, while 32% respondents, do not have knowledge about decentralized governance, where as, better result, i.e. 28% was obtained to 'No' or negative impression in **A<sub>4</sub>**,(Yaya Gulele) in a relatively remote area. Conversely, this means, better percentage of respondents have knowledge about decentralized governance than the 32% respondents living in the seat of the zonal administration or town. **A<sub>2</sub>** and **A<sub>3</sub>** responded 24% and 14% respectively for having no knowledge about the case or included in category 'No'. Those who have 'A little bit' knowledge about it lie from 12%-34% as shown in Table-1. However, the combined average percentages of these respondents in the four areas constitute 24.5% form the given alternative choices.

Regarding respondents who have 'Very little' knowledge their percentage swings from 2% - 8% respectively. The average combined impression of these respondents in this category constituted 6% out of the given alternatives. In general, the combined sum of the results of the survey that could be grouped in the category of positive impression, i.e. responses ,such as 'Yes', ' A little bit' and 'Very little 'put together constitute 75.5 of the total combined responses. This means greater parentage of respondents affirmed as having knowledge about 'Decentralized Governance', despite at varying degree.

## Section I. Survey Question No. 2

survey question No.2; as indicated in Table.2, responses to the survey, 'whether the introduction of decentralization is important in the specific area or in Ethiopia in general,' responses for category 'Yes' range from 32% -70% in the four sites. While A<sub>1</sub>, A<sub>2</sub> and A<sub>4</sub> giving a response of 38%, 32% and 40% respectively, which is less than 50% in each locality. It was in A<sub>3</sub>, (Debre Libanos wereda) only that 70% response favoring the 'importance' of decentralization was affirmed.

2. Do you think that the introduction of decentralization is important in your area ( Ethiopia)									
Response Options	Frequency (Number of respondents by Wereda or City)				Percentage (%) of Respondents by Wereda or City )				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural& Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combined %
Yes	19	16	35	20	38	32	70	40	45.00
No	8	14	8	16	16	28	16	32	23.00
I do not know	23	20	7	14	46	40	14	28	32.00
Total	50	50	50	50	100	100	100	100	100.00

This raised the combined average responses of the 'Yes' or positive impression percentage to 45% ,which is still greater than the 23% combined average of 'No' or negative impression responses, and again outweigh the combined average of neutral impressions, grouped under ' I do not know' category. This constitutes 32% of the total combined responses of the survey.

The reason, as to why most respondents were not favoring the introduction of decentralization in their area or in Ethiopia, depending on interviews made with well-informed individuals, despite many viewed self-rule and the principle of decentralization, as essential conditions in addressing their poor living standard, but most are unhappy about its implementation. Therefore, after a long time of patience, most people are sorting into another system that could serve their interests better than the existing one.

### Section I. Survey Question No. 3

3. Do you agree that empowering local units by devolving the central government's power to sub level units is helpful for raising the living standard of the local people?									
Response Options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town )				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural& Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combined %
Yes	38	36	40	37	76	72	80	74	75.50
No	12	5	4	5	24	10	8	10	13.00
I do not know	-	9	6	8	0	18	12	16	11.50
Total	50	50	50	50	100	100	100	100	100.00

Coming to survey question 3, the inquiry was forwarded to respondents to weigh the level of understanding they have around the principle of self-rule or empowerment of local governments, and whether the principle is useful in raising the living standard of the local community. The survey outcomes were as follows: In each selected locality most respondents favored the principle and affirmed their agreement. The positive impressions in this category range from 72% - 80%. The least positive impression was

registered in A2, (kuyu wereda) which is 72%, while the highest was that of A3 (D/Libanos wereda) which is 80% out of the total responses.

In general the aggregate average of the four sites in this category covered 75.5% of the survey response, which is quite larger than the total aggregated negative impression responses of 13% categorized under 'No' response group, and 11.5% of respondents categorized under 'I do not know' group or class of indifference impressions.

This shows that, most people living in the zone are favoring the principle of self-rule and empowerment of local governments in the sense that the opportunities would create better life conditions to the local people.

#### Section I. Survey Question No.4

Survey question No.4 is an evaluative one and it is designed to share the ideas of respondents regarding the impact of decentralization in solving problems of their locality. The responses for this survey question were by large skewed to the group of positive impressions. From the total combined impressions of the responses collected from the four sites 47.5% go to positive impression group. While the rest 55.5 % divided between the negative and the neutral segments of responses as shown in table 4.

4. Do you think that the current decentralized governance is beneficial in addressing the multifaceted problem of the community in your area

Response Options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town )				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural& Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural& Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combined %
Yes	27	16	33	19	54	32	66	38	47.50
No	23	13	13	11	46	26	26	22	30.00
I do not know	-	21	4	20	0	42	8	40	22.50
Total	50	50	50	50	100	100	100	100	100.00

To sum up, depending on the survey results, the majority of the people believe that empowering local governments by devolving the central government's power down to lower levels of government would create good opportunity in identifying and solving problems of the locality than central governments do.

#### **4.3.2. Evaluative Questions Related to Socio-economic Performance Of Decentralized Governance in North Shoa Zonal Administration, Oromia Regional State.**

Group 2. Survey questions, ranked from question No. 5 to question No. 10 evaluate the socio-economic performance of the areas found under the zonal administration.

**Question No. 5**, evaluates the quality of services delivered to service users after the administration order has been decentralized. To test the level of performance the question has given the respondents three options to select one that best represents their view. "Yes", 'No' and 'I do not know' choices were given accordingly. However, astonishingly enough, the results were shocking. The negative impressions were almost to reach 100%, with the exception of A3 (Debre-Libanos Wereda), which showed a dissatisfaction percentage of 80% as compared to its positive impression of 20%. The rest three localities registered a dissatisfaction percentage ranging from 94% - 100% towards service delivery. This is 94%, 100% and 96% for A1, A2 and A4 respectively. The highest dissatisfaction percentage was registered in A2, (Kuyu wereda).

## Section I. Survey Question .No. 5

Are you satisfied with the administrative services delivered to you by the local government units after the system of administration has been decentralized?									
Response Options	Frequency (Number of respondents by Wereda orTown)				Percentage (%) of Respondents by Wereda or Town )				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural& Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combined %
Yes	3	—	10	2	6	0	20	4	7.50
No	47	50	40	48	94	100	80	96	92.50
I do not know	--	—	---	---	0	0	0	0	0.00
Total	50	50	50	50	100	100	100	100	100.00

In general the combined impression received the highest negative impression, the “negative” comments out weigh the “positive” ones by large amount of margin, Respondents from all districts (weredas) share the same opinion regarding the low performance of service delivery regardless of their occupation and income difference.

Hence, while the combined negative impression takes the lion’s share, which is 92.5%, the positive response only covered 7.5% from the total responses. There is a net gap of 85% between the two extreme ends. The overall average out come obtained for this analysis is therefore, negative. In this regard all tiers of local administrations, ranging from the zonal government down to kebele level are far short of the long distance in fulfilling basic needs and wants of the community in terms of service provision. Much work has to be done to improve the situation.

## Section I. Survey Question No.6

6. Is there some improvement in education, health water, housing and road construction and other social services following decentralization in your area?									
Response Options	frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town)				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural& Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combined %
Yes	3	9	7	2	6	18	14	4	10.50
No	24	13	19	20	48	26	38	40	38.00
Seems better	21	28	22	19	42	56	44	38	45.00
Worse than before	2	---	2	9	4	0	4	18	6.50
Total	50	50	50	50	100	100	100	100	100.00

For survey No 6, there are different perspectives in the four weredas depending upon the disparity of weredas in the social service converge. But, as shown in the table, still the negative impressions are greater than the positive ones. Accordingly while the positive impressions constitute a combined average of 42% the negative impressions all together constitute 58%. Therefore the majority populations are not satisfied by the provision of social services.

### Survey I. Survey Question No.7

Is there growth in agricultural inputs supply as well as agricultural production as a result of change in the system of governance?

Response Options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town)				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural&Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combined %
Yes	7	3	--	2	14	6	0	4	6.00
No	39	45	43	39	78	90	86	78	83.00
Better	4	2	7	9	8	4	14	18	11.00
Total	50	50	50	50	100	100	100	100	100.00

Survey question No.7, is related to agricultural inputs provision and improvement of agricultural products. As indicated in the table, still the negative impression outshines the positive impression by large amount. From the total responses collected from the four sites, the combined negative impressions constitute 83%, the positive responses that of the 'Yes' group, which shared the 6%, and the 'some what better' less positive group which covered the rest (11%) put together constitute only 17% of the responses. Still the overall outcome regarding agricultural performance of the region is negative.

## Section I. Survey Question No. 8.

8 Is there tangible improvement in the expansion of small and medium scale Enterprises in your area following change in the system of administration?									
Response Options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town)				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural&Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combined %
Yes	--	2	--	—	0	4	0	1	1.00
No	49	37	50	50	98	74	100	100	93.00
Better	1	11	---	—	2	22	0	0	6.00
Total	50	50	50	50	100	100	100	100	100.00

Survey question No. 8, is concerned about the expansion of small and medium scale enterprises following decentralization.

Concerning the industry sector, the performance is very unpleasant, even; it is the worst of all. As it is shown in table 7, the combined positive responses only covered 1% from the total responses collected from the four sites. Even this result (the 1%) is obtained from A2 (Kuyu) wereda, as a result of construction of few Hotels. Which the respondents perceived the construction as the expansion of medium and small scale enterprises. Other than this, the performance of the sector in all selected areas is very poor. Unanimously, in the three weredas (districts) A1, (the seat of the zone), A3 and A4, all have a positive impression of none. In turn, this effect bolstered the percentage of the combined negative expression to reach 93%.which is by far greater than the combined positive expressions of the 7%, categorized under the ' Yes' (1%) and 'Some what better' (6%) groups.

## Section I. Survey Question No. 9.

9. Being one of the dwellers of the area do you see progress in the expansion of investment within the zone after the governance system has been changed ? (decentralized).

Response Options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town )				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural& Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combined %
Yes	1	9	4	—	2	18	8	0	7.00
No	26	17	19	50	52	34	38	100	56.00
A little bit	23	24	27	—	46	48	54	0	37.00
Total	50	50	50	50	100	100	100	100	100.00

Survey questions No 9, refers to the impact of decentralization on investment. According to the survey, though there is some improvement in the sector recently, the performance of this sector is also similar to the other socio-economic sectors. From the entire respondents of the four districts, those who witnessed the presence of some improvement constitute a maximum percentage of 37%, those who favored the situation very positively, the ( ' Yes ' ) group share some 7%. This brings the combined percentage of positive impression to a total of 44% in four weredas, where as the rest, i.e. the larger combined percentage of 56% is included in the negative impression category.

To sum up, based on my personal observation, though there are some favorable tendencies and prospects in the expansion of investment especially in cement production and Hotels construction, the over all performance of this sector is at least, for a time being skewed to negative impression.

4.3. Survey questions presented to examine the participation and democratic culture of development partners such as Public Institutions, CSOs, Private institution etc...

Section I. Survey Question No.10

10. The zonal and other local government units involve service users in design and implementation of public programmes and projects.									
Response Options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town )				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural& Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combined %
Yes	6	–	11	2	12	0	22	4	9.50
No	37	32	33	45	74	64	66	90	73.50
I do not know	7	18	6	3	14	36	12	6	17.00
Total	50	50	50	50	100	100	100	100	100.00

This question investigates whether the zonal and other local government units, such as Wereda and Kebele administrations are participating service users in public affairs and programmes

As indicated in Table 10, in all four districts the performance of the public sector in this respect also is not that satisfactory. The combined positive responses constitute only 9.5%, while the combined negative responses share the larger 73.5% proportion. The rest 17% is shared by neutral valued respondents who refrained to give their opinion.

To wind up, when we compare the two categories the negative performance outshines the positive outcome by large amount. Hence to reverse the situation all development partners need to work a lot.

## Section I. Survey Question No. 11

11. The zonal administration and other local units use NGOs and other civil Society organizations as tools for mobilizing and reaching service users.

Response Options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town )				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural& Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combined %
Yes	12	11	7	8	24	22	14	16	19.00
No	25	21	28	13	50	42	56	26	43.50
A little bit	6	8	6	21	12	16	12	42	20.50
do not know	7	10	9	8	14	20	18	16	17.00
Total	50	50	50	50	100	100	100	100	100.00

This question also made an inquiry whether the public institutions are inclusive or participatory while conducting public affairs.

Though, the responses obtained for the inquiry were a little bit better than that of survey No. 9, still the negative impressions take the larger amount than the other groups. Which is a combined percentage of 43.5% in all selected areas. The aggregated positive impression in the 'Yes' group and 'A little bit' put together form 39.5%. The remaining 17% is shared by respondents who subsumed themselves in the neutral category.

## Section I. Survey Question No. 12

12. Public officials at regional and Zonal level contact local officials, the community and other civic organizations for input (information, Feedback, advice and support) before passing legislations and policies.

Response Options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town )				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural& Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combin ed %
Yes	--	2	7	3	0	4	14	6	6.00
No	28	25	33	37	56	50	66	74	61.50
I do not know	22	23	10	10	44	46	20	20	32.50
Total	50	50	50	50	100	100	100	100	100.00

This question investigates whether higher public officials at regional and zonal level are participating low ranking profiles and the community before passing public policies and legislations after the administrative system has been decentralized. The positive responses in this respect too, are far behind the expected outcome. The aggregated average positive responses obtained from the four selected sites was only 6%, while the aggregated negative impression constituted the larger proportion, which is 61.50%. The remaining 32.50% shared by respondents who refrained to give their opinion on the issue.

To sum up, the participatory culture of the public institutions in the area is below average. In some districts even a percentage of none had been registered boldly. This shows the weak capacity and reluctance of public official to participate and consult their community in public programmes and projects or in any deliberations that affect the public. Therefore, since self-rule (decentralization) and participatory democracy are one

side of the coin, in this respect too, public officials need to work a lot to improve the poor performance in order to make the system inclusive and consultative.

#### 4.3.4. Survey questions presented to gauge the responsiveness of public officials to the public.

##### Section I. Survey Question No. 12

In this part the survey tries to check as to the public officials are listening to those demands and voice of the community.

As it is indicated in table 12, the aggregated negative responses collected from the four sites still outweigh the combined positive responses. The negative impressions in each locality are on average above 65%, while the positive impressions constitute 15% from the total aggregated value. The rest 20% belong to the indifference group, resided in between the two groups

12. Public officials are listening to those demands and voice of the citizens and civil society organizations at grassroots level									
Response Options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town )				
	Fitche City Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche City	Kuyu Rural& Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combin ed %
Yes	5	10	7	8	10	20	14	16	15.00
No	35	27	33	35	70	54	66	70	65.00
I do not know	10	13	10	7	20	26	20	14	20.00
Total	50	50	50	50	100	100	100	100	100.00

The results obtained from this survey are inclined to negative impressions. This shows the dissatisfaction of the community by the service providing institutions.

### Section I. Survey Question No. 13

This question investigates the responsiveness of public officials to the public complaints and suggestions

13. Public officials in the zonal and other local government units are responsive to the complaint and suggestion of citizens and service users in a sustainable manner									
Response Options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town )				
	Fitche City Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural& Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche City	Kuyu Rural& Urban	D/Libanos Wereda Rural& Urban	Yaya Gulele Wereda Rural	Combined %
Yes	6	2	8	6	12	4	16	12	11.00
No	42	43	38	33	84	86	76	66	78.00
I do not know	2	5	4	11	4	10	8	22	11.00
Total	50	50	50	50	100	100	100	100	100.00

As indicated in table 13. The outcomes of the responses in this respect too, are not that satisfactory, only 11% respondents affirmed the responsiveness of public officials from the total aggregated value taken from the four sites.

The negative impressions astonishingly enough, covered an aggregated value of 78%, while the indifference groups shared the remaining 11% of the total aggregated

value. In this category too the obtained performance is far below average and the overall result could be summarized as very poor and weak.

#### 4.3.5. Survey questions presented to probe the existence of accountability in North Shoa Zonal Administration and its jurisdictions.

Promoting accountability is an important part of decentralized governance; if the system has to comply with the characteristic nature of good governance, participatory democracy and rule of law in building a vibrant society that gives a legal ground for the governance in which it fully participates and decides on matters that concern the polity as a whole. This may include faithful adherence to legal requirements and administrative policies, existence of sanction of performance standards and codes of conduct in the system of governance. In line with this conception this section of the analysis discusses the attitudes of respondents towards accountability of public officials and the mechanisms established in making it work within the zonal administration jurisdictions.

##### Section I. Survey Question No. 14

The zonal administration has established a mechanism whereby public officials and other government employees are accountable to the public.

Response Options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town )				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural&Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combin ed %
	2	2	12	9	4	4	24	18	12.50
	28	32	22	28	56	64	44	56	55.00
do not w	20	16	16	13	40	32	32	26	32.50
al	50	50	50	50	100	100	100	100	100.00

This question was presented to respondents as to the zonal administration has set a mechanism where by public officials and employees are accountable to the public. Because it is thought that supporting wereda administrations through providing technical support is left to be the responsibility of the zone.

As usual in this regard too, the negative responses take the larger share. The combined average of the four sites constitutes 55%, and where as the positive responses take only 12.5%. The remaining 32.5% goes to the indifference group, who refrained to give their true reflection. This problem also needs serious attention by the public officials and stakeholders operating in the area.

### Section I. Survey Question No. 15

This question probes the accountability of public officials to their community or electorate.

Public officials are more of accountable to their community or electorate than central and regional governments									
Response	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town )				
	Fitche City Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche City	Kuyu Rural&Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combin ed %
	5	3	7	3	10	6	14	6	9.0
	41	38	43	37	82	76	86	74	79.50
not	4	9	—	10	8	18	0	20	11.50
I	50	50	50	50	100	100	100	100	100.00

As indicated in Table 15, the outcome of the investigation in a very dramatic manner proves the poor accountability nature of public officials to their electorate or the public. The negative reaction in this regard, taken from the four districts constitutes a sum of 79.5%. It is only 9% of respondents that affirmed the accountability of public

officials to their people. The rest respondents fall at the middle and shared the remaining 11% by giving responses of 'I do not know'.

#### 4.3.6. Challenges to equity, fairness, efficiency and effectiveness with in the zonal administration and its jurisdictions.

##### Section I. Survey Question No.16

Question No. 16 probes the fairness and rationality of public officials and government employees while providing services to the community.

This survey also proves the dissatisfaction of the service user community due to lack of equitable service provision and irregularities made by public officials and employees in the provision of administrative and socio-economic services.

16. The zonal administration and other local units such as municipal and Cooperatives are fair and impartial in terms of service provision for instance, in Land allocation, Agricultural inputs provision, Credit service provision, Housing, Employment etc...									
Response Options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town )				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural& Urban	D/Libanos Wereda Rural& Urban	Yaya Gulele Wereda Rural	Combine d %
Yes	1	2	6	2	2	4	6	4	4.00
No	41	42	29	46	82	84	58	92	79.00
Ido not know	8	6	18	2	16	12	36	4	17.00
Total	50	50	50	50	100	100	100	100	100.00

According to the data collected form the selected sites; there is high rate of dissatisfaction among the service user community. Hence, regarding positive responses, the figure is far short of the long distance. Accordingly the survey managed to obtain

only an aggregated positive value of 4% from all sites, while the combined negative impressions collected from the same sites dramatically reached 79%. The remaining 17% goes to neutral valued impression or respondents who chose the 'I don't know' option.

In sum, the overall picture in this regard shows the prevalent existence of dissatisfaction among the service user community.

### Section I. Survey question No. 17

As indicated in table 17; this question gauges the effectiveness of rule of law within the zonal administration and its jurisdictions.

Hence, the question refers to protection of private property rights and checks whether there is adequate compensation procedure and rule of law while private properties are transferred to public use.

17. There is fair compensation to rural and urban citizens while their property is being transferred to public use.

Response Options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town)				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural& Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combined %
Yes	9	2	8	4	18	4	16	8	11.50
No	37	27	33	2	74	54	66	4	49.50
do not know	4	11	9	44	8	22	18	88	34.00
Total	50	50	50	50	100	100	100	100	100.00

The results obtained in this regard too, is not that encouraging while respondents that did not agree constitute the 49.5% share from the total aggregated value in four sites, those that agreed on the existence of fair compensation scheme in all sites put together

formed 11.5%, while some percentage of respondents (34%) subsumed themselves in neutral category or 'I do not know'.

The overall view, therefore, depending on the data shows the existence of unsatisfied needs in all areas, which is closer to 50%, without considering into account the voice of the neutral valued responses.

In this regard too corrective measures have to be taken by all concerned parties.

### Section I. Survey Question No.18.

18. Most public officials perform their duties effectively and are available at working hours regularly and citizens get services on time .

Response Options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town )				
	Fitche City Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche City	Kuyu Rural& Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combin ed %
Yes	6	10	23	16	12	20	46	32	27.50
No	39	37	27	27	78	74	54	54	65.00
I do not know	5	3	---	7	10	6	0	14	7.50
Total	50	50	50	50	100	100	100	100	100.00

This question probes the effectiveness of public officials while performing their functions. As it is clearly seen in Table.18, still, the unsatisfied needs outweigh the satisfied needs. The particular negative impressions in each woreda are above 50%, and their combined effect constitutes 65% of the total aggregated value. The positive responses are small as compared to this figure. Which form a 27% value from the total

responses collected from the four sites. The neutral respondents in this regard share the remaining 7.5%.

However, based on my personal observation there is a severe problem of absenteeism at the side of public officials due to several reasons. As a result, the service user community is very unhappy, and in most administrative offices especially in wereda offices seeing a long queue is usual.

### Section I. Survey Question No. 19

19 The zonal administration and other local units such as municipal and kebeles are fair and adequate service in terms of service provision for instance, in Land allocation, Agricultural inputs provision, Credit service provision, Housing, employment etc...

Response Options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town)				
	Fitche City Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche City	Kuyu Rural&Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combined %
Yes	1	2	3	2	2	4	6	4	4.00
No	41	42	29	46	82	84	58	92	79.00
do not know	8	6	18	2	16	12	36	4	17.00
Total	50	50	50	50	100	100	100	100	100.00

Question No.19, probes the fairness and rationality of public officials and government employees while providing services to the community.

This survey also proves the dissatisfaction of the service user community due to lack of equitable service provision and irregularities made by public officials and employees in the provision of administrative and socio-economic services.

According to the data collected from the selected sites; there is high rate of dissatisfaction among the service user community. Hence, regarding positive responses,

the figure is far short of the long distance. Accordingly the survey managed to obtain only an aggregated positive value of 4% from all sites, while the combined negative impressions collected from the same sites dramatically reached 79%. The remaining 17% goes to neutral valued impression or respondents who chose the 'I don't know' option. In sum, the overall picture in this regard shows the prevalent existence of dissatisfaction among the service user community.

### Section I. Survey question No. 20

This section examines as to what benefits have been achieved in the efficient use of available resources in administering development projects following decentralization.

20 Public officials give focus to development projects and mobilize the community accordingly.

Response options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town)				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural&Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combined %
Yes	3	2	--	—	6	4	0	0	2.50
No	44	41	45	49	88	82	90	98	89.50
do not know	3	7	5	1	6	14	10	2	8.00
Total	50	50	50	50	100	100	100	100	100.00

In this respect, we found the negative impressions to lead uncontestedly the positive responses by greater degree. For instance the particular negative impressions of each locality, as indicated in Table 19, are in all cases more than 80% and more than 90% in A3 (Debre Libanos) and A4 (yaya Gulehe) districts in particular. While A1 and A4 registered a negative response of 88% and 82% accordingly. When we take the combined

value of the negative responses, it is found to be 89.5% which is quite a larger proportion. The combined neutral values also found to be greater than the combined positive values in the order of 8% and 2.5% of the total combined value included in the survey.

### Section I. Survey Question No. 21

This question asks whether administrative offices are located at reasonable distance for convenient use of service users.

21 Do you think that administrative offices are located at reasonable distances and are accessible for service users?

Response Options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town)				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural&Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combined %
Yes	34	40	30	43	68	80	60	86	73.50
No	16	9	20	7	32	18	40	14	26.50
I do not know	--	1	---	--	0	2	0	0	0.50
Total	50	50	50	50	100	100	100	100	100.00

It is in this section that the research obtained the positive outcomes/response to weigh the negative values or impressions. Out of the respondents found in all localities, 73.5% of them agreed that the location of the administration offices as appropriate and convenient. However, 26% respondents disagree on the convenience of the location of the offices, only 0.5% subsumed in the neutral category.

## Section I. Survey Question No. 22

This inquiry probes the capacity of local governments in the identification and use of local resources following decentralization.

22. Local governments take the initiative to identify and use available resources of the area.									
Response options	Frequency (Number of respondents by Wereda or Town)				Percentage (%) of Respondents by Wereda or Town)				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural&Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural&Urban	D/Libanos Wereda Rural /Urban	Yaya Gulele Wereda Rural	Combined %
Yes	4	—	5	—	8	0	10	0	4.50
No	39	46	41	47	78	92	82	94	86.50
I do not know	7	4	4	3	14	8	8	6	9.00
Total	50	50	50	50	100	100	100	100	100.00

Regarding identification and use of available resources as there is a severe problem of skilled man power and shortage of professionals in the area, much work has to be done to satisfy the community's aspirations.

Therefore what the survey found in this regard from the respondents was unpleasant. The majority of respondents had a view of negative outlook. The combined responses of the negative ones found to weigh 86.5% of the total responses in the four areas. While, only 4.5% responded positively, the remaining 9% included in the neutral category or 'I do not know' group.

This proves either the weak capacity of the local administrations in using and identifying available resources of the locality (both human and material) or the absence of either the human or the material resource or both.

#### 4.3.8. Survey questions related to transparency of the zonal administration and its jurisdictions.

One of the advantages of local governments over central governments is their geographic proximity to the governed people and access to information on local needs. These advantages enable local governments to be transparent and responsible to the needs and wants of citizens, and hence, would be able to deliver quality of services to the people in need. In this regard this section examines the transparency of decisions and working system of the local governments in the research area.

#### Section I. Survey Question No. 23

This question probes the transparency of public officials and their decisions while performing their duties.

23. The zonal administration and other local units decision making process are open to public.

Response Options	Frequency (Number of respondents by Wereda orTown)				Percentage (%) of Respondents by Wereda or Town )				
	Fitche Town Residents	Kuyu Wereda Rural/Urban Residents	D/Libanos Wereda Rural& Urban Residents	Yaya Gulele Wereda Rural Residents	Fitche Town	Kuyu Rural& Urban	D/Libanos Wereda Rural/Urban	Yaya Gulele Wereda Rural	Combin ed %
	Yes	5	10	7	8	12	11	9	6
No	35	27	33	35	70	61	66	77	68.5.00
I do not know	10	13	10	7	20	26	28	14	22.00
Total	50	50	50	50	100	100	100	100	100.00

The outcomes obtained in this case, as indicated in Table 22 are far behind to the expected outcome. While the majority of respondents i.e. 68.5% disagreed on the transparency of the system, 9.5% of the respondents perceive or agree as there exists

transparency in the governance of the locality. The rest 22% was covered by neutral respondents who refrained to give their opinion on the issue. To sum up, as the majority percentage of responses showed, there is weak culture of transparency in decision making process of the local administrations, including the zonal administration, in fact, based on my personal observation, I have seen endeavors of building transparency in some wereda administrations within the zonal administration areas other than the sample areas. However, in this regards the local administrations have to improve their working style and need to adopt culture of transparency as this factor is one of the key ingredients of good governance and democratic self-rule.

## **Section II**

### **4.3.9 The following questionnaire were presented to high ranking public officials, government employees, Civil society organizations and development agents.**

The purpose of designing this second questionnaire is to get the opinions of service providers and third parties such as CSOs in order to make the study a balanced one. Once the impressions of the service user community was obtained by the survey made in the first questionnaire, in order to avoid biasing error the researcher found it necessary to prepare the second questionnaire to assess the other side opinions or respondents whom in this case, termed as service providers. I.e. Public officials and government employees in particular. The survey also included civil society members NGO workers and some private investment runners to contrast against the service users responses and as well as to complement several ideas to make the study a comprehensive one.

The following questions are designed in a manner to be general type. In doing so the intention of the study is to get deeper information about the decentralization process and its impacts on the living condition of the local people in terms of socio economic provision, political empowerment, administrative and financial capacity improvement, prevalence of rule of law and nurturing democratic culture and etc...

In general if development is to mean betterment in human's living condition both mentally and physically, the study tries to assess the decentralization cum development progress as a whole. For simplicity of explanation the groups included in the questionnaire, herein after are referred as **G1, G2, and G3**.

## Section II. Survey Question No. 1

1. Do you believe that the current system of decentralization at local government level is advisable in empowering the local community to participate and decide on matters that concern their livelihood?							
Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials/ Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	9	4	2	28.13	26.67	14.29	23.03
Agree	20	8	7	62.50	53.33	50.00	55.28
No Opinion	3	2	3	9.38	13.33	21.43	14.71
Disagree	–	1	2	0.00	6.67	14.29	6.99
Strongly Disagree	–	–	–	0.00	0.00	0.00	0.00
Total	32	15	14	100.00	100.00	100.00	100.00

See the question in table 1. For this inquiry all the three groups responded more of positively as indicated in the table, even if their percentage varies depending on the sample size taken from each group. Therefore, as it is clearly seen in the table the larger proportion goes to positive impression categories, i.e. to 'strongly agree' and 'Agree' connotations. This affirms the existence of agreement among the three groups on the principle of decentralization and self-rule in creating conducive condition of better

management of local affairs through empowering local communities. The responses given to section I. Question No.3 also go in line with such ideas.

This confirms that there is general consensus among the different sects of the community and take decentralization for grant as viable instrument for progress and good life if it is properly implemented and power is properly devolved to grass roots level.

## Section II. Survey Question No. 2

2 The application of decentralization has improved the administrative and economic capacity of local governments (i.e. the zonal administration, municipal and Kebele administrations) in north Shoa , Oromia Regional State ?							
Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials / Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGO s	Combined %
Strongly Agree	4	1	–	12.50	6.67	0.00	6.39
Agree	25	2	–	78.13	13.33	0.00	30.49
No Opinion	–	3	2	0.00	20.00	14.29	11.43
Disagree	3	9	10	9.38	60.00	71.43	46.94
Strongly Disagree	–	–	2	0.00	0.00	14.29	4.76
Total	32	15	14	100.00	100.00	100.00	100.00

See the question in Table 2. The responses for this survey question differs in each group, while G1, sought the issue favorably and the majority members of this group subsumed themselves in the positive categories, even if the degree of their responses is different G2 and G3 responded negatively. The combined percentage indicated in Table 2, also confirms this reality.

This fact reveals that, though the three groups have consensus on the very principle of decentralization and self rule, their opinion on the possible implementation of the principle and its tangible outcomes in improving the capacity of local administrations is quite different.

### Section II. Survey Question No. 3

3. Do you believe that decentralizing the political, administrative and fiscal apparatuses of governance down to local government level expedites development and this is also true within North Shoa Zonal Administration jurisdictions?							
Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials/ Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	5	–	–	15.63	0.00	0.00	5.21
Agree	21	–	–	65.63	0.00	0.00	21.88
No Opinion	2	4	8	6.25	26.67	57.14	30.02
Disagree	4	10	5	12.50	66.67	35.71	38.29
Strongly Disagree	–	1	1	0.00	6.67	7.14	4.60
Total	32	15	14	100.00	100.00	100.00	100.00

As indicated in the table, the results of this survey question is also very similar with the outcomes of survey question 2; since both the survey questions revolve around the challenges of implementing decentralized governance and grabbing its fruits. Hence as it can be observed from the pattern of the response distribution, except G1 respondents, the other two groups, (G2 and G3) did not share the positive impressions at all.

In section I, service users also share the later group's opinion and their response for such type of similar questions were more or less the same. (See section one, Table No. 7, 8, 9 and 10)

## Section II. Survey Question No. 4

4. There is much improvement in service delivery after decentralization in the area							
Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials / Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	6	–	–	18.75	0.00	0.00	
Agree	16	–	–	50.00	0.00	0.00	
No Opinion	5	3	4	15.63	20.00	28.57	
Disagree	2	10	10	6.25	66.67	71.43	
Strongly Disagree	3	2	–	9.38	13.33	0.00	
Total	32	15	14	100.00	100.00	100.00	100.00

If we again observe the patterns of responses in the table, it is only G1 members, who still favored the positive impressions. Except slight increment in the percentage of neutral response, i.e. 'No opinion' in this group than the previous three surveys. The other two groups, (G2 and G3) still have strong negative impressions on the issue. Service users, too, have the same opinion and did not accept the rhetoric of service improvement following decentralization.

## Section II. Survey Question No. 5

5. The zonal administration gives emphasis for women participation; as a result women play significant role in the political and administration apparatuses of the zonal administration and other local units.							
Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials / Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	6	–	–	18.75	0.00	0.00	6.25
Agree	12	2	2	37.50	13.33	14.29	21.71
No Opinion	4	2	6	12.50	13.33	42.86	22.90
Disagree	6	8	5	18.75	53.33	35.71	35.93
Strongly Disagree	4	3	1	12.50	20.00	7.14	13.21
Total	32	15	14	100.00	100.00	100.00	100.00

Regarding response of the group for this particular inquiry, still members of G2 and G3 have similar and, or closer opinion in the positive impression, i.e. ('strongly agree' and 'Agree') categories. Where as members of G1 by greater proportion shared positive impressions as indicated in the table.

Even if, there is moderate closeness of ideas in the less positive, or 'Agree' category among the three groups and between G1 and G2 in the neutral, 'No opinion' category, other than these two cases, the impressions of the two groups, (G2 and G3) differ from the impressions of G1 members by wider gap.

Therefore, as the survey outcomes and other supplementary documents, revealed, there is weak participation of women in the governance system and political institutions.

## Section II. Survey Question No. 6

6. As a result of decentralization, the north Shoa zonal administration and its constituent units enjoy considerable powers in decision making within their jurisdictions.							
Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials / Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	4	–	–	12.50	0.00	0.00	4.17
Agree	13	1	1	40.63	6.67	7.14	18.15
No Opinion	6	3	9	18.75	20.00	64.29	34.35
Disagree	4	10	1	12.50	66.67	7.14	28.77
Strongly Disagree	5	1	3	15.63	6.67	21.43	14.58
Total	32	15	14	100.00	100.00	100.00	100.00

Astonishingly enough, still the patterns of responses for this survey too, followed the same pattern, despite, slight differences as they did in the previous inquires. Therefore, G1 respondents are still favoring 'positive impressions' by large amount. The responses obtained from members of G2 and G3, again failed to coincide with that of G1 members by wider space.

Again, G2 and G3 members also differ in their opinion by larger proportion in the areas of neutral and negative impressions as indicated on table 6. However, based on discussions made while conducting the survey, though most NGO members shared the negative impressions, they preferred to subsume themselves in the neutral category due to several reasons of their own, such as insecurity.

In general, except the positive opinions of G1 members the performance in this respect, according to the survey results and my personal observation can not be said much satisfactory. This case will be discussed with other issues in the next chapter.

## Section II. Survey Question No.7

7. The zonal administration and its constituent units involve service users in planning and implementation of public programs and projects. (Such as construction of schools, health centers, and other development activities).							
Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials / Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	10	–	–	31.25	0.00	0.00	10.42
Agree	14	1	4	43.75	6.67	28.57	26.33
No Opinion	2	3	2	6.25	20.00	14.29	13.51
Disagree	4	10	8	12.50	66.67	57.14	45.44
Strongly Disagree	2	1	–	6.25	6.67	0.00	4.31
Total	32	15	14	100.00	100.00	100.00	100.00

The resemblance for this survey question still has some resemblance with the result of previous inquiries. However, there is notable difference between G2 and G3 respondents in the less positive, 'Agree' category'. The survey out comes still show major differences between G1 respondents and G2 and G3 respondents in the most positive 'Strongly Agree' and less negative 'Disagree' categories. As a result the negative impression by greater degree outweighs the positive impression. This was also true in the case of service users in section I.

This implies the weak capacity of the zonal administration as well as its constituent local government units to include and mobilize towards development projects and public programmes.

## Section II. Survey Question No. 8

8. The decentralization process has been beneficial in attracting investment into the area by providing investors adequate and effective service as a result of reducing bureaucratic redundancy.

Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials / Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	4	–	–	12.50	0.00	0.00	4.17
Agree	14	3	3	43.75	20.00	21.43	28.39
No Opinion	8	7	3	25.00	46.67	21.43	31.03
Disagree	5	5	5	15.63	33.33	35.71	28.22
Strongly Disagree	1	–	3	3.13	0.00	21.43	8.19
Total	32	15	14	100.00	100.00	100.00	100.00

The responses collected for this inquiry reveals that all the three groups, G1, G2 and G3 have closer outlooks in the less positive 'Agree' category. This tendency was also true in the case of service users in section I, most respondents in the service user community agreed that there is some improvement in the investment sector following decentralization. Therefore, as the survey indicates there is improvement around investment, despite its growth is not to the expectation of the people. But this small improvement is limited to some areas or weredas. Its distribution shows some of inclination to some areas.

## Section II. Survey question 9

9. Do you believe that the application of decentralization has been pivotal in enhancing good Governance and participatory democracy?							
Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials / Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	8	6	2	25.00	40.00	14.29	26.43
Agree	18	7	8	56.25	46.67	57.14	53.35
No Opinion	3	2	2	9.37	13.33	14.29	12.33
Disagree	1	–	2	3.13	0.00	14.29	5.81
Strongly Disagree	2	–	–	6.25	0.00	0.00	2.08
Total	32	15	14	100.00	100.00	100.00	100.00

For this survey question the positive responses of all the three groups is very closer. All members of the three groups, (G1, G2 and G3) agreed as the application of decentralization has been pivotal for realizing good governance and participatory democratic culture in the region.

Therefore, this consensus of agreement empirically confirms/supports the theoretical argument, presented in the literature part, i.e. the strong correlation between decentralization, good governance, and participatory democracy and their imperative contribution in bringing development.

## Section II. Survey Question 10

10. There is an open and effective line of communication, coordination and trust among the different tiers of the zonal administration institutions and officials

Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials / Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	5	–	–	15.63	0.00	0.00	5.21
Agree	10	–	–	31.25	0.00	0.00	10.42
No Opinion	5	4	1	15.63	26.67	7.14	16.48
Disagree	11	9	11	34.38	60.00	78.57	57.65
Strongly Disagree	1	2	2	3.13	13.33	14.29	10.25
Total	32	15	14	100.00	100.00	100.00	100.00

As indicated in the table, regarding the existence of effective time of communication and trust among the different tiers of the zonal institutions, there is strong difference between public officials and the other two groups. However, in the neutral impression category there is some closeness of opinion between the three groups.

To sum up, based on the survey responses and my personal observation, even if, public officials argued that there is effective line of communication and coordination among them, however, in practical terms the responses of the officials are far behind the truth.

## Section II. Survey Question 11

11. Time spent on seminars, workshops, political gatherings and redundant meetings following decentralization impedes the efficiency and effectiveness of public officials and other government staffs in service delivery. Do you agree?

Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials / Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	9	7	3	28.13	46.67	21.43	32.08
Agree	12	7	8	37.50	46.67	57.14	35.20
No Opinion	5	1	3	15.63	6.66	21.43	14.57
Disagree	4	–	–	12.50	0.00	0.00	4.17
Strongly Disagree	2	–	–	6.25	0.00	0.00	2.08
Total	32	15	14	100.00	100.00	100.00	100.00

The responses of all the three groups, as well as the impressions of the service user unanimously agreed at this point. Besides the researcher's personal observation too, confirms the fact. Time spent for seminars, workshops, political gatherings and redundant meetings, etc... is really threatening the actual time of public officials to give administrative and others services on time to the public. In this regard much improvement has to be done to reverse the situation.

## Section II. Survey Question 12

12. It is said that there is high turnover of public official and other government employees in the zonal administration and other local units due to several reasons, which hinders service users from getting services on time.

Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials / Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	14	7	10	43.73	46.67	71.43	53.94
Agree	17	7	3	53.14	46.67	21.43	40.41
No Opinion	–	1	1	0.00	6.66	7.14	4.60
Disagree	1	–	–	3.13	0.00	0.00	1.04
Strongly Disagree	–	–	–	0.00	0.00	0.00	0.00
Total	32	15	14	100.00	100.00	100.00	100.00

The responses given to this survey also have the same impression among the three groups and the public. There is high turn over of public officials and government employees due to several reason that seriously affected service users from getting adequate services from the public sector on time.

## Section II. Survey Question 13

13. Public officials are listening to those demands and voice of their community and civil society coming from grass root level.

Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials / Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	8	–	–	25.00	0.00	0.00	8.33
Agree	14	–	–	43.75	0.00	0.00	14.58
No Opinion	4	4	5	12.50	26.67	35.72	18.72
Disagree	3	6	8	9.38	40.00	57.14	35.51
Strongly Disagree	3	5	1	9.38	33.33	7.14	16.62
Total	32	15	14	100.00	100.00	100.00	100.00

This survey question investigates the responsiveness of public officials to the public and voices of the grassroots community. As it is indicated on the table, the responses of (G1) respondents and the other two groups (G2 and G3), as well as the response of the rural and urban residents, (the service users) in section I, shows strong departure from the responses of (G1) respondents.

This fact reveals the weak responsive character of public officials and employees, despite the condition differs in different institutions.

## Section II. Survey Question 14

14. Information is freely available and directly accessible to the public. Decision making processes are open as well							
Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials / Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	4	–	–	12.50	0.00	0.00	4.17
Agree	8	–	–	25.00	0.00	0.00	8.33
No Opinion	4	3	1	12.50	20.00	7.14	13.21
Disagree	10	9	10	31.25	60.00	71.43	54.23
Strongly Disagree	6	3	3	18.75	20.00	21.43	20.06
Total	32	15	14	100.00	100.00	100.00	100.00

The three group's responses to this inquiry are quite different. Especially there is wide gap in the areas of positive impressions. While public officials or (G1) members agreed on the presence of adequate information to the public and as the making of decisions is open, the (G2 and G3) respondents do not share this idea. The responses of the service users also support the latter's opinion and the negative impressions of these groups were quite high for the same inquiry.

This shows the weak capacity of local administrations to pass information adequately and lack of capacity or unwillingness to make decisions open to the public or the existence of both conditions.

## Section II. Survey Question 15

15. Service users can easily find out access how to complain and whom to contact with suggestions for changes.							
Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials / Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	6	–	–	18.75	0.00	0.00	6.25
Agree	12	1	1	37.50	6.67	7.14	17.10
No Opinion	5	3	8	15.63	20.00	57.14	30.92
Disagree	6	10	2	18.75	66.67	14.29	33.24
Strongly Disagree	3	1	3	9.37	6.67	21.43	12.49
Total	32	15	14	100.00	100.00	100.00	100.00

On this survey question too, the respondents' opinion as indicated in table 15, shows major departure while public officials agreed as well administrative offices are open for citizens to present their complaint and suggestions, the service users' community in section I, and the two groups (G2 and G3) did not agree upon the idea. As it is shown on the two questionnaire of the negative impressions by far outweigh the positive impressions.

Therefore, it is possible to conclude that service users have problems of presenting their complaints and suggestions to public officials or employees when the situation required doing that.

## Section II. Survey Question 16

16. The zonal administration and its constituent units are fair in their dealings with everyone in terms of service provision, for instance,

1. Land allocation
2. Agricultural inputs provision
3. Credit service provision
4. Housing
5. Employment etc...

Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials/ Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	5	–	–	15.63	0.00	0.00	5.21
Agree	10	–	–	31.25	0.00	0.00	10.42
No Opinion	5	1	9	15.63	6.67	64.29	28.86
Disagree	8	9	5	25.00	60.00	35.71	40.24
Strongly Disagree	4	5	–	12.50	33.33	0.00	15.28
Total	32	15	14	100.00	100.00	100.00	100.00

This survey assesses whether there is fairness and equitable treatment in public institutions while serving the service user community. The responses obtained for this inquiry was astonishing. Except (G1) respondents, all respondents including the larger community have a greater degree of dissatisfaction. Both the rural and urban residents have many types of grievances in the performance of service delivery.

## Section II. Survey Question 17

17. Do public officials exercise adequate fiscal powers as a result of decentralization?							
Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials/ Employees	Civil Society Organizations	NGO workers	Public Officials/ Employees	Civil Society Organizations	NGO workers	combined %
Strongly Agree	5	–	–	15.63	0.00	0.00	5.21
Agree	15	–	1	46.88	0.00	7.14	18.01
No Opinion	4	6	8	12.50	40.00	57.14	36.55
Disagree	4	9	4	12.50	60.00	28.58	33.69
Strongly Disagree	4	–	1	12.50	0.00	7.14	6.55
Total	32	15	14	100.00	100.00	100.00	100.00

The survey in this category investigates the fiscal powers of local governments, whether they could generate income through taxation and other means. In this regard, too, public officials admit that they enjoy appropriate fiscal powers. However, based on documentary evidences and budget reports as well as practical observation of the researcher, local governments in the area lack fiscal powers and there is shortage of budget in many respects.

## Section II. Survey Question 18

18. There are some critiques arguing that decentralization have made the local community vulnerable to irresponsible local elites and even worsened their status ever than before. Do you agree with such opinions?

Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	2	–	2	6.25	0.00	14.29	6.85
Agree	9	5	5	28.13	33.33	35.71	32.39
No Opinion	8	8	5	25.00	53.33	35.71	39.01
Disagree	6	2	2	18.75	13.33	14.29	15.46
Strongly Disagree	7	–	–	21.87	0.00	0.00	7.29
Total	32	15	14	100.00	100.00	100.00	100.00

This inquiry weighs the positive and the negative outcomes of decentralized governance and for this purpose assess the opinion of all groups to express their feelings after experiencing decentralized type of administration for the last sixteen years. Though as indicated in the table 18, the reactions are different; more than 30% of respondents regardless of their category agree with the proposal. However, as the issue is debatable large number of respondents refrained to give their opinion.

## Section II. Survey Question 19

19. It is claimed that the design of the decentralization process has been skewed to political motives than administrative and economic purposes.

Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials / Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	1	3	–	3.13	20.00	0.00	7.71
Agree	9	7	7	28.13	46.67	50.00	41.60
No Opinion	10	4	5	31.25	26.67	35.71	31.21
Disagree	6	1	2	18.75	6.67	14.29	13.24
Strongly Disagree	6	–	–	18.75	0.00	0.00	6.25
Total	32	15	14	100.00	100.00	100.00	100.00

This question is designed in a way to be hypothetical and debatable. The purpose of the inquiry is to assess contending views and perception of different groups that they have over the motives of decentralization. Because, it is when the community believes on the idea that it gives compliance towards its realization. In fact, different individuals included in the sample have varied perceptions towards the agenda. Even quite numbers of public officials share the idea while others strongly condemn the claim. However, many respondents in all survey groups are very suspicious about the motives behind the adoption of decentralization, as some of them do not support the present Ethno-language based federalism, others give economic reasons and see decentralization as a constraint to exploit natural resources found in other regions of the country and etc...

However, since the inquiry is debatable it is left open to individual's perception. But what the researcher observed from the survey is that there is appreciable political maturity among the rural and urban community living in the area.

## Section II. Survey Question 20

20. The working systems within the zonal administrations can be characterized by democratic culture.							
Evaluation	Frequency (Number of respondents by type of group or category)			Percentage (%) of respondents by type of group or category			
	Public Officials/ Employees	Civil Society Organizations	NGOs	Public Officials/ Employees	Civil Society Organizations	NGOs	combined %
Strongly Agree	4	–	–	12.50	0.00	0.00	4.17
Agree	15	2	–	46.88	13.33	0.00	20.07
No Opinion	3	3	3	9.38	20.00	21.43	16.94
Disagree	6	9	9	18.75	60.00	64.29	47.68
Strongly Disagree	4	1	2	12.50	6.67	14.29	11.15
Total	32	15	14	100.00	100.00	100.00	100.00

This survey asks whether there is at least development of democratic culture in the working system of the Zonal administration, whether the system is inclusive and participatory. The responses for such type of inquiries as indicated in the table are quite different. However, the negative impression outweighs the positive impression. But, as democracy is a process much has to be done from all parties if democratic culture needs to be grown.

## Chapter Six

### Conclusion and Recommendations

#### Conclusion

As it was emphasized in the preceding chapters of this study, democratic local governance is the process of governing democratically at the local level. When effective decentralization and democratic local governance advance in tandem, local governments and the communities they govern would gain the authority, resources, and skill to make responsive choices and act accordingly in local priority setting in particular and contribute what is expected of them to the national development programmes in general.

In fact, whether or not decentralization actually promotes democratic local governance and development endeavors in a particular country context is an open question. However, many development economists believe that decentralization reforms can be positive for development processes and nurturing democratic values regardless of the reforms put in place. It is because this strong belief that many countries promote decentralization reforms hoping that decentralization reforms synchronize national and local needs and objectives, otherwise which both parties fail to complement in performing there tasks .

In actual sense, Ethiopia began to exercise decentralization since 1991, following the establishment of regional governments by proclamation No. 7/1992a during the transition period. Despite prior efforts made in this regard during the Imperial era, in 1973 that selected certain pilot Awrajas to that effect and some post 1974 efforts made by the PMAC in establishing and empowering Peasant Associations and Urban Dwellers Associations. Even if in the later case, what has been conceived initially ended up in total diversion of previous efforts taken to improve situation of self-rule in the country.

Despite the two previous attempts of decentralization were futile due to specific political and historical factors of their own, however, the current decentralization reform in Ethiopia has introduced a new organization of the Ethiopian state different from the status quo. But the achievements of decentralization in realizing intended development

goals and democratic self-rule have not been to the desired expectations. Though, this phenomenon more or less seems common to all regions, the analysis in this study confound itself to the out standing problems specific to areas administered under North Shoa zonal Administration, Oromia regional state.

Therefore, the following points are proposed for further consideration in order to alleviate the multifaceted problems of the zone that are both internal and external.

## **Recommendations**

Based on the research findings and data analysis the following recommendations are sought to alleviate the existing problems and improve the development process in the North Shoa Zone.

- ◆ First and foremost the administrative, financial and decision making power of district/wereda administrations should be enhanced.
- ◆ Since bureaucracy is the driving motor behind any government the prevalent problems seen in turnover of public officials and professionals should be reversed. This needs the provision of proper working atmosphere, incentives and avoiding unnecessary evaluative measures and intervention by superior bodies.
- ◆ The need for administrative reorganization with development demands of the local community is the critical issue requiring an urgent measure. Given the weak income generation of the zone and districts the existence of redundant offices that could be subsumed together is too large even for central governments let alone for zonal administration. Therefore, since most of the expenditure goes for administrative purposes, it should be reduced and directed to development endeavors through recognizing/restructuring the administrative structure.
- ◆ As the survey results show the level of responsiveness and accountability in the zone and district administrations is very weak. Thus, to reverse the condition leaders who assume local key posts need to be elected by the people democratically.

- ◆ For the success of decentralization programme within the zone jurisdictions; the current trends of centralist tendencies should be avoided or at least be minimized. Public officials ought to be accountable to their electorate.
- ◆ On legal ground weredas/districts should be administered by elected officials. But, in most instances administrative officials are assigned from zone and other bodies through party line. To respect the electorate peoples right this situation should be reversed and the people should be administered by their representatives.
- ◆ To make the zone self-sufficient it has to be given adequate attention to build its capacity in revenue collection.
- ◆ Shortage of schools, kindergarten and qualified teaching staffs and professionals also need urgent attention of the government and other development partners.
- ◆ As the zone health coverage is relatively weak, emphasis should be given to improve the situation. In this regard the construction of additional health institutions, employing qualified staffs reversing the brain drain of medical professionals by creating incentives and inviting the private sector to participate in the expansion of health services are tasks that require immediate attention.
- ◆ As the trade activity of the area is insufficient, providing agricultural markets for farmers of the locality is one of the key issues for improving the life condition of especially the rural community.
- ◆ Industries like Gypsum and sand stone (cement) processing can be built by investors in the zone as the area is rich in these potentials. Other industries like meat processing, leather industries, milk and other dairy products could also be cultivated using the livestock potential of the area.
- ◆ The government and other concerned bodies should give priorities to the expansion and upgrading of transport and communication facilities and services in the zone.
- ◆ To reduce population pressure on land in the zone, developing non-agricultural activities and the likes should be encouraged.

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# Annex



## Section II: Survey Question (SQ)

Please, select the appropriate answer from the given alternatives that best represent your degree of agreement and circle it. If you have additional opinion that you believe is very important, please, fill in your own words at the space provided.

1. Do you know what decentralized governance mean?  
A. Yes      B. No.      C. Little      D. Very Little
2. Do you think that the introduction of decentralization (decentralized governance) is important in Ethiopia?  
A. Yes      B. No.      C. I don't know
3. Do you agree that empowering local governments (by decentralizing or devolving the central government's power) is advantageous for raising the living standard of the local community?  
A. Yes      B. No.
4. Do you think the current decentralized system of governance is beneficial in addressing the multifaceted problems of the community living in the area.  
A. Yes      B. No.
5. Are you satisfied with the services delivered to you by the local governments after the decentralization of the administrative system?  
A. Yes      B. No.
6. The zonal and other local government units involve service users in design and implementation of public programmes and projects.  
A. Yes      B. No.
7. The zonal administration and other local governments units use NGOs and other civil society organizations as tools for mobilizing and reaching service beneficiaries.  
A. Yes      B. No.
8. Do you see improvement in education, health, water, road and housing construction and other social services after the decentralization of the government apparatuses in your area?  
A. Yes      B. No.      C. Some what better      D. Worse than before
9. Is there growth in agricultural inputs supply as well as agricultural production as a result of change in the system of governance?

A. Yes      B. No      C. Some what better

10. Is there tangible improvement in the expansion of small and medium scale Enterprises in your area following change in the system of administration ?

A. Yes      B. No      C. Some what better

11. Being one of the dwellers of the area have you observed improvement in the expansion of investment within the zonal administration jurisdictions.

A. Yes      B. No.      C. A little bit

12. Public officials are listening to those demands and voice of the citizens and civil society organizations at the grass root level.

A. Yes      B. No.

13. The zonal administration has established a mechanism where by public officials and other government employees are accountable to the public or to their electorate.

A. Yes      B. No.      C. I don't know

14. Public officials in the zonal administration and other local government units are responsive to the complaints and suggestions of citizens and service users in a sustainable manner.

A. Yes      B. No.

15. Public officials perform their duties effectively and are available at working hours regularly and citizens get services on time.

A. Yes      B. No.

16. Do you think that administrative offices are located at reasonable distances and are accessible for service users.

A. Yes      B. No.

17. The zonal administration and other local institutions such as municipal administration and kebeles and cooperatives are fair and equally treating everyone in terms of service provision, for instance,

- Land allocation      - Credit service provision
- Agricultural inputs provision      - Housing
- Employment etc...

A. Yes      B. No.      C. I don't know

18. Public officials at regional and zonal level contact local officials, community and other civic organizations for input (information, feedback, advice and support) before passing legislations.

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

29. Service users can easily find out access how to complain and whom to contact while having grievances and suggestions.

A. Yes      B. No.

20. The zonal administration and other local units decision making process are open to public.

A. Yes      B. No.

21. There is fair compensation to rural and urban citizens while their property being transferred to public use.

A. Yes      B. No.

22. Public officials are more of accountable to their community or electorate than central and regional governments.

A. Yes      B. No.

23. Any other suggestion, comment or opinion you want to add that you think is very important. Please, list down in order of their importance.

1. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

2. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

3. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Thank you once again!

**አዲስ አበባ ዩኒቨርሲቲ**  
**የድኅረ ምረቃ ትምህርት ክፍል**  
**የሕዝብና ልማት አስተዳደር ትምህርት ዘርፍ**

በአካባቢው ባሉ የከተማና የገጠር ነዋሪዎች፣ በማህበረሰብ ተቋማትና በአገልግሎት ተጠቃሚዎች የቀረበ መጠይቅ ውድ የዚህ መጠይቅ ተሳታፊዎች።

በዚህ መጠይቅ እንድትሳተፉ በትህትና የምትጠየቁት በኦሮሚያ ክልላዊ መንግስት በሰሜን ሸዋ ዞን እየተሰራበት ባለው ያልተማከለ አስተዳደር ዙሪያ ስለተገኙ መልካም ውጤቶች ስላጋጠሙ ችግሮችና ወደፊትም ሊያጋጥሙ ይችላሉ ተብለው ስለሚገመቱ በጎና ጎጂ ጎኖች ጥናት ለማድረግ ነው። በመሆኑም የተፈለገው መረጃና አስተያየት ሙሉ ለሙሉ የሚውለው ለጥናት ምርምር አገልግሎት ሲሆን የሚሰጡት አስተያየትም በምስጢር የሚያዝ መሆኑንም በትህትና እንገልጻለን። ይህም በመሆኑ ከተዘረዘሩት አማራጭ መጠይቆች ውስጥ የእርስዎን አስተሳሰብ የሚወክለውን በመምረጥ ያልዎትን አስተያየትና ሃሳብ በነፃ መንፈስ እንዲያካፍሉን በትህትና እንጠይቃለን በተጨማሪም በዚህ መጠይቅ ውስጥ ያልተካተቱና ጠቃሚ ናቸው የሚሏቸው አስተያየቶች ካሉ ከዚህ መጠይቅ በስተመጨረሻ ባለው ክፍት ቦታ ላይ በቅደም ተከተል እንዲያሰፍሩ ተጋብዘዋል።

**ክፍል አንድ: በተሳታፊዎች የሚሞሉ የመለያ መጠይቆች**

ከዚህ በታች ያሉትን መጠይቆች በክፍት ቦታዎች ላይ (✓) ምልክት በማድረግ ጥያቄዎቹን ይመልሱ።

1. የታ ወንድ \_\_\_\_\_ ሴት \_\_\_\_\_
2. ዕድሜ 18-30 \_\_\_\_\_ 30-40 \_\_\_\_\_ 40-50 \_\_\_\_\_ 50+ \_\_\_\_\_
3. ሥራ \_\_\_\_\_
4. በአካባቢው ለምን ያህል ጊዜ ነዋሪ ነዎት? ከ10 አመት በታች \_\_\_\_\_  
ከ10 አመት በላይ \_\_\_\_\_
5. በአካባቢው ነዋሪ አይደለሁም ግን ስለአካባቢው አውቃለሁ \_\_\_\_\_
6. የትምህርት ደረጃ፡ ከ12ኛ ክፍል በታች \_\_\_\_\_ ከ12ኛ ክፍል በላይ \_\_\_\_\_  
ቢ.ኤ ዲግሪ \_\_\_\_\_ ኤም.ኤ ድግሪና ከዚያ በላይ \_\_\_\_\_
7. በሃይማኖትና ወይም ተመሳሳይ ተቋማት የተማረ \_\_\_\_\_ ያልተማረ \_\_\_\_\_
8. የገቢ መጠን በወር (በብር) ከአንድ ሺ በታች \_\_\_\_\_ ከ1000-2500 \_\_\_\_\_  
ከ2500-3000 \_\_\_\_\_ 3000+ \_\_\_\_\_
9. በግብርና ስራና በሌላ ስራ ዘርፍ የተሰማሩ አመታዊ ገቢ 1000 ብር በታች \_\_\_\_\_  
1000 ብር በላይ \_\_\_\_\_

**ክፍል ሁለት ጥናታዊ መጠይቆች**

ከተዘረዘሩት አማራጭ መጠይቆች ውስጥ አስተሳሰብዎን የሚወክለውንና ትክክለኛ ነው ብለው የሚያምኑበትን መልስ የክብ ምልክት በማድረግ ይመልሱ ከተዘረዘሩት መጠይቆች በተጨማሪ በጣም አስፈላጊ ናቸው የሚሏቸው ነጥቦች ካሉ በቅደም ተከተል ከዚህ መጠይቅ መጨረሻ ባለው ክፍት ቦታ ላይ ይዘርዝሩ።

1. ያልተማከለ አስተዳደር ማለት ምን ማለት እንደሆነ ያውቃሉ?
 

ሀ. አውቃለሁ	ለ. አላውቅም
ሐ. በመጠኑ አውቃለሁ	መ. በጣም አነስተኛ ግንዛቤ አለኝ
2. ያልተማከለ አስተዳደር ለኢትዮጵያ አስፈላጊ ነው ብለው ያምናሉ?
 

ሀ. አዎ	ለ. አይደለም	ሐ. አላውቅም
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3. የማዕከላዊ መንግስትን ሥልጣን ወደ ክልልና አካባቢያዊ መስተዳድሮች በማከፋፈል የአካባቢ መስተዳድሮችን አቅም ማጎልበት የአካባቢውን ሕዝብ የነገር ሁኔታ ያሻሽላል ብለው ያምናሉ?
 

ሀ. አዎ ያሻሽላል	ለ. አያሻሽልም
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4. አሁን እየተሰራበት ያለው ያልተማከለ አስተዳደር በክልሉ ያሉትን ዘርፈ ብዙ ችግሮች በመፍታት ረገድ ጠቃሚ ነው ብለው ያስባሉ
 

ሀ. አዎ ነው	ለ. አይደለም
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5. ያልተማከለ አስተዳደር ለውጥ ከተደረገ ወዲህ አካባቢው መስተዳድሮች ለምሳሌ ከወረዳ ወይም ከቀበሌ የሚያገኙባቸው አገልግሎቶች አርኪ ናቸው?
 

ሀ. አዎ	ለ. አይደለም
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6. በአካባቢዎ ያልተማከለ አስተዳደር አሰራር ውጤታማ ነው ብለው ያምናሉ
 

ሀ. አዎ	ለ. አይደለም
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7. የዜጎች አስተዳደርና ሌሎች በሥሩ የሚገኙ መዋቅሮች በክልሉ በሚካሄዱ መንግስታዊ እንቅስቃሴዎች ማለትም (የልማትና የመሳሰሉት ጉዳዎች) ላይ ሕዝቡንና የአገልግሎቱ ተጠቃሚዎችን በዕቅድ አወጣጥና እንዲሁም አተገባበር ላይ ያሳትፋሉ?
 

ሀ. ያሳትፋሉ	ለ. አያሳትፋም
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8. የዜጎች አስተዳደርና ሌሎች በሥሩ የሚገኙ የአስተዳደር መዋቅሮች የአገልግሎት ተጠቃሚ የሆነውን ሕብረተሰብ በአንዳንድ እንቅስቃሴዎች ውስጥ ለማሳተፍና አገልግሎት ለመስጠት መንግስታዊ ያልሆኑ መዋቅሮችንና ሌሎች ማህበረሰባዊ የሆኑ ተቋሞችን ይጠቀማሉ ወይም ያሳትፋሉ?
 

ሀ. አዎ ያሳትፋሉ	ለ. አያሳትፋም
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9. ያልተማከለ አስተዳደር አሠራር በአካባቢዎ በሥራ ላይ ከዋለ በኋላ በግብርና ግብዓትና ውጤት ላይ መሻሻል አለ ብለው ያምናሉ?



- የብድር አገልግሎት
- የቤት ኪራይ ወይም ከቤት ጋር ግንኙነት ባላቸው ጉዳዮች
- በሠራተኛ ቅጥር ወዘተ

ሀ. አዎ ተገቢውን አገልግሎት ይሰጣሉ ለ. አይሰጡም ሐ. አላውቅም

19. በክልልና በዞን የሚገኙ የሥራ ኃላፊዎች መመሪያና ደንቦችን በሚያወጡበት ጊዜ ከኅብረተሰቡ ፣ከማህበረሰቡ ተቋማትና ከመሳሰሉት ተገቢውን አስተያየት ምክር በቅድሚያ መረጃ፣ ድጋፍና አስተያየት ይጠይቃሉ?

ሀ. አዎ ይጠይቃሉ ለ.አይጠይቁም ሐ. አላውቅም

20. የአገልግሎት ተጠቃሚው ኅብረተሰብ በአሰራር ላይ ቅሬታ በሚያጋጥመው ጊዜ ቅሬታውን በቀላሉ ለተገቢው አካል ማቅረብና ማነጋገር ይችላልን?

ሀ. አዎ ይችላል ለ. አይችልም

21. የዞን አስተዳደር ሌሎች በሥራ ያሉ የአስተዳደር መዋቅሮች አሠራርና ውሳኔ አሰጣጥ ግልጽነት ያላቸው ናቸው?

ሀ. ግልፅ ናቸው ለ. ግልፅ አይደለም

22. የግል ይዘታዎች ለሥራ አገልግሎት ወደ መንግስት በሚዛወሩበት ጊዜ ተገቢው ካሣና ክፍያ ለግለሰቦች ይሰጣል?

ሀ. ይሰጣል ለ. አይሰጥም

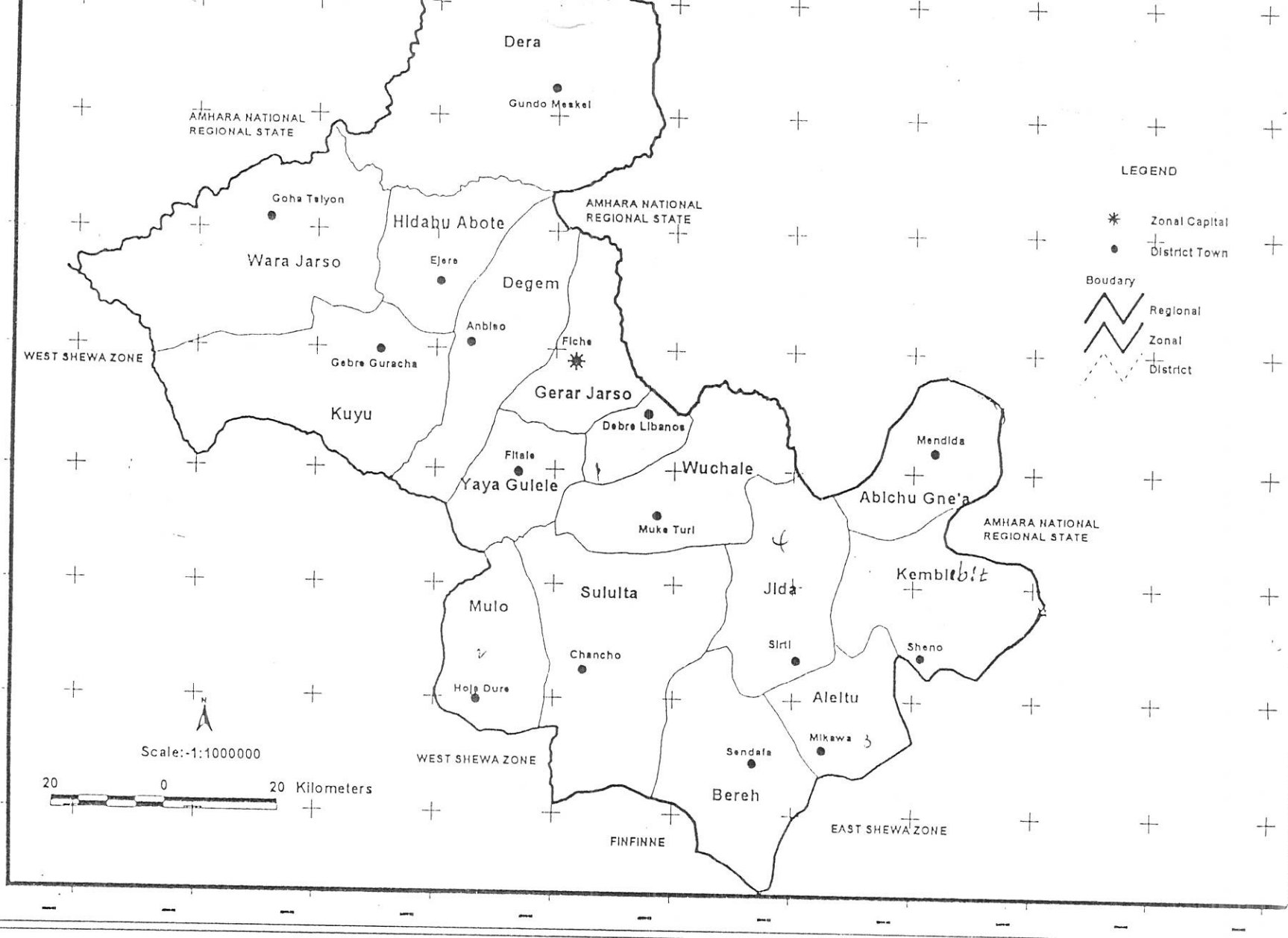
23. በክልሉ ያሉ የሕዝብ ተወካዎችና ባለሥልጣናት ከበላይ ላሉ የማዕከላዊና የክልል መዋቅሮች ይበልጥ ለመረጣቸው ኅብረተሰቡ ተጠሪ ናቸው?

ሀ. ናቸው ለ. አይደሉም

24. በዚህ መጠይቅ ውስጥ አልተካተተም ብለው የሚያምኑት ተጨማሪ አስተያየት ወይም ሀሳብ ካለዎት በቅደም ተከተል እንደአስፈላጊነቱ ይግለጹ

1. \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_
2. \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_
3. \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

በድጋሚ እናመሰግናለን።



**LEGEND**

- \* Zonal Capital
- District Town

**Boundary**

- Regional
- Zonal
- District

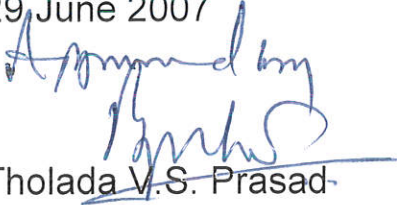
Scale: 1:1000000



## DECLARATION BY THE CANDIDATE

The thesis on, ' Decentralization at Local Government Level and Its Impact on Development: The Case of North Shoa Zonal Administration, Oromia Regional State.' is my original work. It has not been presented for a degree in any university and that all sources of material used for the thesis have been duly acknowledged.

Addis Ababa  
29 June 2007



Tholada V.S. Prasad  
Advisor



Yonathan Belachew