



**DISTRICT DECENTRALIZATION AND SERVICE DELIVERY:
THE STUDY OF WATER SUPPLY IN CHALIA, OROMIA**

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Addis Ababa University

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Declaration

This thesis is my original work and has not been presented for a degree in any other university and that all sources of material used for this thesis have been duly acknowledged.

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Abstract

The purpose of this study was to assess the nature of Decentralization which describes the factors constraining of Water Supply service delivery, sectoral autonomy for the provision of WS services, district and supra- district institutional cooperation/ coordination and financial relations at the district level for WS services. it also assesses the level of community participation to promote WS and the extent decentralized district administration realizes water service delivery.

Dara were gathered from both primary and secondary sources for obtaining primary data, interview, question and FGD were used as tools of data collection. The study basically used qualitative research approach. In doing so, the finding of the study reveals that in institutional and functional relationship is a decisive factor for the effective and responsive district water supply service delivery. The financial and human resource factors have hindered the implementation of water supply project in Chalia district. And also study performance was found to be low, which makes it difficult to conclude that there is significant change contrary to the expectations hoped to be realized after decentralization. This is because of constraints in financial and human resources and weaknesses in coordination and participation characterizing different actors in the district.

Particularly, the lack of adequate owns revenue, participation and weak collaboration of the district, Zonal Water, mineral and Energy Office and Regional Water, Mineral and Energy Office have been challenging of WS project. Lack of proper coordination and participation hindered proper identification of local needs and resulted in lack of fairness in budget allocation for providing different public services. Priority setting has been dominated by other sector office and cabinet decisions, which restricted utilization of local potentials in terms of participation and affected the efficiency and responsiveness of the study district. Therefore the study controls that district WS service delivery needs qualified and excess of experts, coordination and integration of district and supra district, adequate amount of budget, community participation in planning and monitoring and mobilizing other stakeholders like NGOs for WS service delivery.

ABBREVIATIONS

DLDP- District Level Development program

FDRE- Federal Democratic Republic of Ethiopia

MoCB- Ministry of Capacity Building

MoFED-Ministry of Finance and Economic Development

NCBP - National Capacity Building Program

NGO- Non- Non-Governmental Organization

ONRS- Oromia National Regional State

ORSSB-Oromia Regional Civil Service Bureau

RSSB- Regional Civil Service Bureau

R-WaSH-Rural Water Sanitation and Hygiene

RWMEB- Regional Water Mineral and Energy Bureau

TWB- Town Water Board

USAID-United State of America International Development

UWSO-Urban Water Supply office

WMEO- District Water, mineral and energy Office

WS- Water Supply

WSSS- Water Supply & Sewerage Services

ZWMEO- Zonal Water, Mineral and Energy office

CHAPTER ONE

1 INTRODUCTION

1.1 Background

Decentralization has been a major feature of development programmers' since the mid-1980s. It is one of the features of federalism to allocate service delivery at local level, and delivery of basic service at the local level has been among derives towards adaption of federalism (Kumera, 2006:2). It is not only assignment of functions, but also the needs to ameliorate provision of basic services that has unfolded the move towards decentralization processes (Mohammed, 2006).

Likewise (Tegegne and Kassahun, 2007) noted that *many countries have practiced decentralization in order to improve government's responsiveness to the public and increase the quality of the services it provides.*

Today, most countries experience some form of decentralization. It has become uneasy to manage a country's political, social and economic activities only from the center. The center has increasingly proved to possess neither the capacity nor the time to deal with all issues surrounding service delivery, which could be better handled at the local level (Kumera, 2006).

In this line, the foundation for decentralized form of governance in Ethiopia has been laid down by the 1995 Federal Constitution; which establishes federal and regional state levels of governments and states the powers of each of this level (Federal Democratic Republic of Ethiopia (FDRE), constitution 1995, Art. 52). It also made clear indications and justification in favor of the decentralization process pledge to grant adequate power to "the lowest units of government" FDRE, Constitution 1995, Art. (50(4)). This is to enable the people to participate directly in the administration of their own affairs. The Constitution also gives power to the regions to promulgate their own constitution that have legal force in their respective areas of jurisdiction and empowers them to provide social and economic infrastructures in their respective constituencies (Art. 52(a,b,c)). Accordingly, the prime responsibility for the delivery of basic services falls within the regional governments, (Art. 52(f), of the FDRE Constitution).

However, district level decentralization begun in 2001 and the Oromia National Regional State constitution (2001), defines the duties and responsibilities of the *districts* administration. The regional constitution grants the power of expenditure prioritization and planning basic services to *district* administration. The *districts* are empowered to deliver basic services within their respective jurisdictions (Oromia National Regional State Revised Constitution, 2001: Art. 85(e)). In accordance with this provision, different offices responsible for providing a range of services, including administrative and infrastructure services, are also organized at local levels.

This thesis, therefore, aims to investigate the implication of *district* level decentralization on the provision of basic service delivery, specifically water supply service in Chalia *district* of West Shoa Zone, Oromia. Through assessing the legal, institutional, fiscal and administrative respects of decentralization, it analysis to what extent decentralized local government has attained water supply service.

1.2 Problem Statement

Over the last two decades, the debate on local governance has focused on how to increase the effectiveness of public policies in service delivery in Ethiopia. Like many developing countries, public service delivery in Ethiopia suffers from weak capacity of public agencies and lack of effective transparency, responsiveness and accountability systems (Woldeab, et al, 2013).

Tegege and Kassahun (2004:45), when referring to the performances of decentralization in Tigray, Amhara, Oromia and Southern Nations and Nationalities mentioned that financial problems, lack of skilled manpower, lack of participation, and absence of locally adopted system for planning and budgeting are among the constraints challenging the performances of *district* decentralization in these regions. The decentralization policy in Ethiopia also attempts to make governance closer to people, so that local governments become responsive to the needs and interests of the communities. It is also assumed that the closeness of governance would lead to better service delivery, popular participation

autonomy and accountability of the local government (Ministry of Capacity Building, 2004).

Similarly, Meheret, (1998:7) states that the problem of decentralized government is exacerbated by limited financial resources and inadequate manpower capacity. Golola, (2003:254) also concurs that an important impediment to decentralization is lack of financial and human resources and local governments find it difficult to raise enough revenue and therefore are unable to hire able administrative and other officials to manage performances.

After the fall of the Derg regime, the debate on local governance has focused on how to increase the effectiveness of public policies in service delivery. Concentration of decision-making powers at central level had resulted in delays in implementation of activities at local level. This is compounded by ineffective local institutions and lack of participation on the part of beneficiaries. Such institutional problems together with other factors led to economic crisis and the taking shape of conflicts in different countries, which in turn, led to the necessity of decentralized service delivery approaches (Kumera, 2006).

In 1991, Ethiopia has embarked on extensive decentralized system of administration which is mainly to improve democracy, popular participation and service delivery (kumera, 2006). Meheret (2007) verifies that one of the main objectives of decentralization is to increase the coverage access, effectiveness, efficiently and quality of social services in accountable, responsive and transparent fashion. Nonetheless looking into post Derg decentralization, Fenta (1998) noted that, there were insufficient experiences in managing federalism, wide gap in administrative and institutional capacity among the regions have been pose serious challenges to the success of Ethiopia's decentralization policy. These factors affect the successful implementation of decentralization to provide service delivery in Ethiopia. The study of Mulugeta (2012:3) identifies poor planning, inefficient human capacity, and insufficient financial resources as factor thwarting effective decentralized local / district governance.

Despite the studies on decentralization at country level (Tegeng and Kassahu 2004; Meheret 1998; Fenta 1998), the study demonstrating the impact of *district* decentralization upon basic service delivery has yet to be uncovered. The different research papers which were conducted on decentralization hardly emphasize on how decentralization process affects water supply service delivery to words this end, this study assess the district decentralization and service delivery with special reference to water supply provision in Chalia District, Oromia. It therefore assess how affects decentralized public service delivery particularly decentralized water supply service delivery as well as assess the availability of manpower, the existence of institutions, availability of adequate finance and level of community participation to carry out *district* decentralized water supply service delivery in the Chalia *district*.

1.3 Objectives of the study

1.3.1 General Objective

The overall objective of the study is to assess how decentralized *district* administration meets water supply service delivery.

1.3.2 Specific Objectives

The specific objectives of the study are to:

- Identify the factors constraining water service delivery in Chalia *district*.
- Analyze the *district* water supply sectoral autonomy for provision of water services.
- Sketch *district* and *supra- district* institutional cooperation/ coordination for water supply service delivery.
- Examine the impact of financial relations on water supply provision at *district* level.
- Assess the level of community participation to promote water supply service delivery in the *district*.
- Investigate to what extent decentralized *district* administration realizes water service delivery.

1.4 Research Questions

The study will answer the following basic questions

- 1) What are the factors constraining effective implementation of decentralized water supply service delivery in Chalia *district*?
- 2) What are the duties and responsibilities assigned to the local institution in water supply service delivery in the *district*?
- 3) Do *district* and *supra- district* sectoral lines of cooperation adequate for water service delivery?
- 4) How does a financial resource affect water service delivery in Chalia *district*?
- 5) Do the participation of local community and civil society organizations help to address water demand in Chalia *district*?
- 6) To what extent decentralized *district* administration helps realize water service delivery demands?

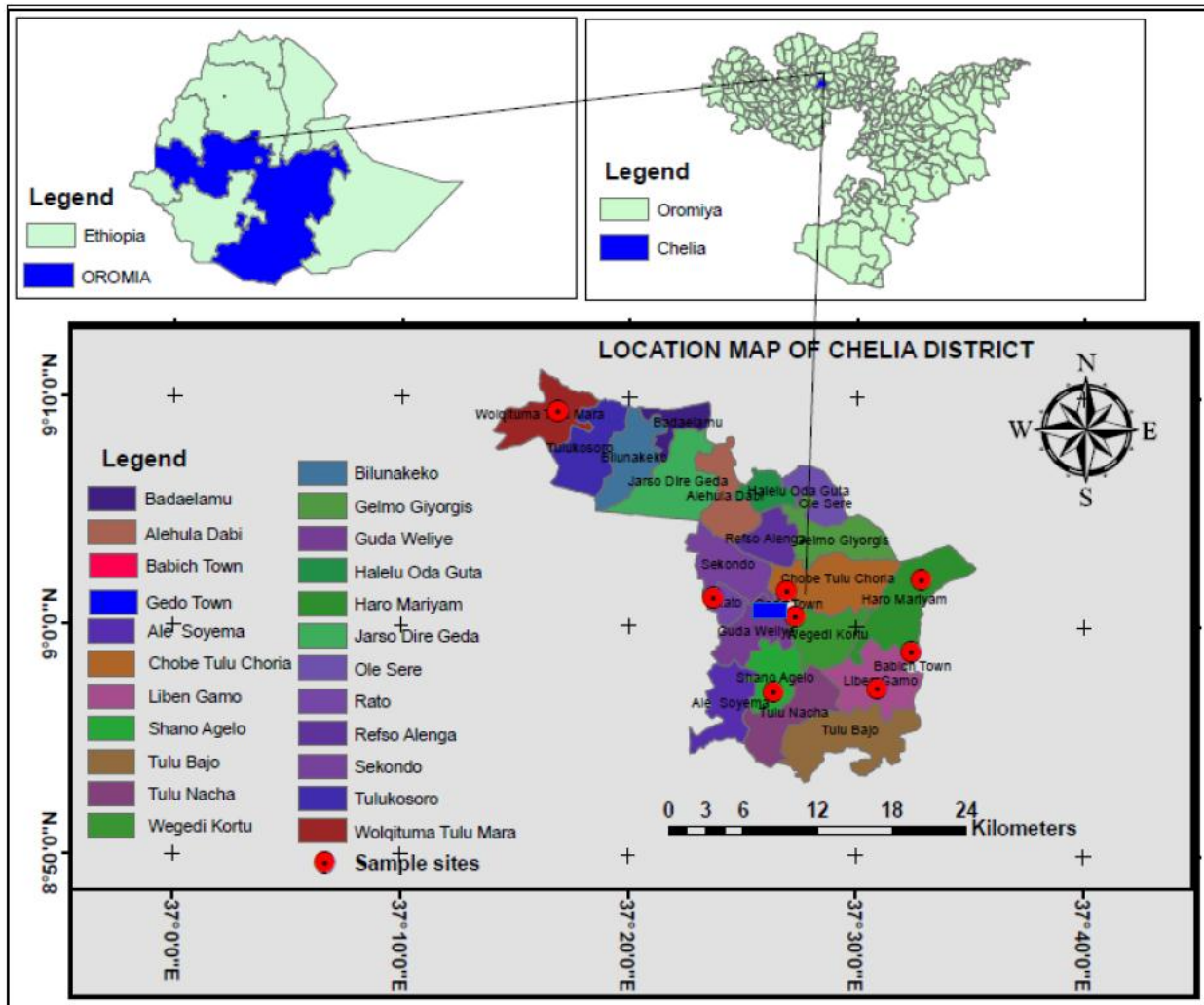
1.5 RESEARCH DESIGN AND METHODS

1.5.1 Description of the case study site

Chalia *district* is one of the *districts* of West Shoa zone in Oromia region. It is found in the western part of the zone and shares boundary line with Bakko Tibbe, Ilu Galan, Danno, Jibat, Tokke Kutaye and Mida Kenyi *districts* in the Zone and Jimma Rare *district* of Horro Guduru Wallaga Zone.

According to Chalia *district* Finance and Economic Development Office, *Physical and Socio- Economic Profile of*, 2013/14, the total area of the *district* is 495.575 km². It has 24 *kebeles* from which 3 administrative units are urban Kebeles. The capital of the *district* is Gedo, which is located at 179 km from Addis Ababa and 65 km from the zonal capital, *Ambo*. High mountains and slope and plains characterize the topography of the *district* with altitude ranging from 1700 meters to 3056 meters. Agro-climatically, it is divided into two zones namely highlands (38.35%) and mid-altitude (61.65%). There are perennial rivers some of which are in use for traditional and modern irrigation. The annual rainfall ranges from 900 mm to 1400 mm and the annual temperature is from 11⁰c

to 28⁰c. (Chalia *district* Finance and Economic Development Office, Physical and Socio-Economic Profile of Chalia *district*, 2013/14)



Map 1: - MAP of Chalia District (Central Statistical Authority 2015)

According to the 2007 Population and Housing Census by the Central Statistical Authority, the *district* population is 196,787 among which about 83 % live in rural areas. Agriculture is the major source of livelihood and cash income for the rural population. During the period of this study, there are:- 5 kindergartens, 4 first cycles, 29 second cycle, 3 secondary high schools and 1 preparatory schools, 1 clinic, 5 health center, 1 health stations, 18 health posts and 1 hospital, 8 animal clinics, 8 Farmers Training

Centers. The *district* has 2 perennial and 14 weather roads, one postal service offices, and the *district* capital, Gedo and other 7 villages have got electric services. Telephone service is available in most of the *kebeles* administration.

1.5.2 Research Design

Research methodology generally takes qualitative and quantitative approaches. Qualitative research helps to undertake in depth study through exploring attitudes, behaviors and experiences. By using such methods or data collection instruments as key informant and focus group interviews through unstructured and semi-structured questionnaires. This provides information, which can best be described in words in describing situations, events, people, interactions and observed behaviors and etc. On the other hand quantitative research generates statistics, and produces numerical data and involves large-scale survey research (Dawson 2002:211).

As Kasley et al, (1988:9-10) mentions qualitative research is a flexible approach and repetitive that allows the widest possible exploration of views and behavior patterns. However, it can be tailored to the needs of an issue under consideration by revising the interview as the study progresses and as new facts are brought to light to better understand the perceptions, priorities and the conditions and the process that affect stakeholders. In this way, it provides insights into the ways in which local institutions and communities perceive an intervention and how they are affected by it. Since it deals with subjective study, which deals with psychological aspects of human life, the use of the approach is essential to solve social problems.

Decentralization is an approach, which is characterized by multifaceted purposes involving all actors at public institutions and community level. Given that the study focused on the performance of the continuous decentralized water supply service availability of manpower, availability of finance and level of community participation for decentralized water supply service delivery. In view of this, the study will be guided by qualitative and case study approach.

1.5.3 Data Source, Tools and Procedures

The source of data for the study comprises both primary and secondary data sources.

1.5.3.1 Primary Data

The primary data source is gathered using interview, focus group discussion and questionnaire. This study may employ key informant interview, questionnaire and focus group discussion as main tools of empirical data collection.

First, in depth interview was conducted with political appointees like District Water, mineral and energy Office (WMEO), two Urban Water Supply offices (UWSO), District Administration office, District Council office, Finance and Economy development Office with elected representatives such as chief administrator of the *district*, Finance and Economic Development officers, Chairman/manager of the sample kebeles. In depth interviews was also carried out with experts, Hotel and Restaurant owners' and local community elders. The informants were purposively selected based on the positions responsibilities and who more influenced by, each informant assumed in the water supply service delivery in the *district*.

Secondly, by preparing and distributing self administered questionnaires to selected respondents who were expected to read and respond reliable data would be collected. The types of questions were mostly objective type and other subjective were also included. Great attention would be given to make the questions limited and to the point of seeking data regarding the water supply services. The question would be prepared in Afaan Oromo language and translated to English languages at references required.

Thirdly, focus group discussions were conducted with experts of concerned sectors and with community representatives. The researcher was select two persons from each selected offices and one person from each selected kebele administrations. Focus group discussions supplement the information or data collected during key informant interviews. The focus group discussion was conducted towards the end of the field work to clarify the data collected and to get the general perception of the respondents at institutional and community level. Each focus group consists of 10 persons. The discussants will be selected based on their positions they have in their Kebele and discussant community members were selected based on their involvement in water supply service delivery in the *district*.

1.5.3.2 Secondary Data

Secondary data was collected from both published and unpublished sources. These sources are gathered from government policy documents, official report, laws, book, workshop proceedings, research reports and periodic and statistical reports, journal, etc were reviewed. Moreover, semi-structured document review checklist was used to collect secondary data on the socio economic and demographic profile of the sample *district*.

1.5.3.3 Sampling Technique and Sample Size

The study population includes public institutions at the *district* level that include *district* Water, mineral and energy Office (WMEO), two Urban Water Supply offices (UWSO), *district* Administration office, *district* Council office, Finance and Economy development Office and along with their respective employees, because of the selected institutions have directly relationship with the issue. At the kebele level, there are 24 *kebeles*/lower administrative units, 3 are Urban and 21 are rural *kebeles*. At *kebele* level, among 24 kebeles, all the 3 urban kebeles (Gedo 01, Gedo 02 and Babich 01) and 5 rural kebeles (Walkituma Tulu maraa, Racho, Shano Hagalo, Haromarm and Liban Gamo) were selected according to the problem of water supply services in *district* administration and in different directions. From the point of view of the subject under study, the whole group is the target of the study, because, it affects the whole sections of the *district* population. However, given the large broad category of population that the study contains, it is difficult to include all elements of the groups in the study, due to cost and time consuming.

On the basis of this, the informants were selected from each institution, officials and experts at *district* offices, employees of selected public sectors at *Town and kebele* level, *kebele* administrators, and community members whose experience in the *district* and recent position are relevant to the study are selected. Efforts were made to include Hotel and Restaurant owners, village elders and knowledgeable individuals and members of water supply committee among community members. At *district* level the researcher was select the informants on their position. At kebele level village elders and knowledgeable individual selected according to their participation in water supply and their social

acceptance in the community and among water supply committees were selected randomly, because of, all were equal awareness about the issue.

The researcher was employ cluster sampling and purposive sampling techniques. The cluster sampling was used to select the kebeles and the sector offices based on criteria like, the presence of water supply shortage and its consequences on the people, that is in the case of selecting the kebeles and the sectoral relevance and administrative role of the sectors on water supply service was considered while selecting the officers. On the other hand, in the case of selecting the individuals, the purposive sampling techniques have been utilized. In this case, the expertise and the closeness of the officers to issues related to water supply shortage are points of reference for selecting units of observation from different sectoral offices.

On the basis of this selection, the sample size was like this, for in-depth interview two respondents are selected from 6 sectors, $2*6=12$ (respondents), two respondents from each selected kebeles, $8*2=16$ (respondents), two interviewees were taken from Zonal Water, Mineral and Energy Office and one respondent is taken from Oromia Water, Mineral and Energy Bureau and for focus group discussion two individuals were selected from each six different concerned sectors that are $2*6=12$ and one respondents from 8 selected kebeles that is 8 respondents. For questionnaire 20 respondents were selected from each kebeles, that is $20*8=160$ (respondents from house holders).Therefore a total of 211 respondents were purposively taken for the questionnaire.

1.5.4 Data Analysis

Data is analyzed through various instruments such as in-depth-interviews with key informants, in questionnaires and the focus groups discussion was organized and prepared. This involves the transcribing interviews, optically scanning material, typing up field notes, or sorting and arranging the data into different type depending on the source of information. Then the researcher was read through all the data obtained a general sense of the information and reflected on its overall meaning. Data information gathered by interview and FGD were analyzed qualitatively. The qualitative data analysis took place alongside each data collection tool.

While dealing with quantitative data, the researcher employed simple descriptive statistics like frequency, ratio and percentage. This is backed by different data presentation forms like tables, charts and graphs. . Finally the detailed analysis and discussions utilizes both qualitative and quantitative approaches.

1.6 Scope of the Study

The scope of this study is geographically limited to Chalia *district* of Oromia Regional States of in Ethiopia .It won't be possible to cover all the *districts* found in the region in the due to financial and time limitations. Both urban and rural water supply sources were involved in the purveiers the research. The study focuses on Water supply Services and assesses the nature and implication of decentralization on practical water service delivery. The research selected water supply service due to the kinds of problems and issues with this specific sector in the *district*.

1.7 Significance of the Study

The study will contribute to the existing body of knowledge relating to decentralized services delivery in general and local (*district*) level water service provision in particular. It shed; light on the opportunities and challenges of effective implementation of decentralized Water supply service delivery in the case selected. It was empirically provide the existing practices of decentralized service delivery in Water supply. In doing so, the study was unfolds some mechanisms of bridging the challenge of water supply services at the *district* level. Finally, it provokes some in depth research question in the area of district decentralization and local basic service deliveries.

2.8 Limitations of the study

Lack of update and compiled data about the practice of decentralization on water supply service delivery and absence of officials and some experts from office during data collection were some of the limitations that the researcher confronted during the study.

1.9 Organization of the Study

This thesis contains six chapters the first chapter, is the introductory part. Chapter two deal, with the reviewing of the related literatures. The third chapter was discusses an overview of the decentralization and service delivery in Ethiopia. This chapter specifically describes decentralization under Oromia National Regional State. **The fourth**

chapter was dwelling on *district* and *Supra district* water supply service cooperation and also analyzed the fiscal decentralization and water supply service delivery at the case study. The fifth chapter presents the study and factors affecting decentralized water supply service delivery in Chalia *district*. The six chapter was conclusion and recommendation.

CHAPTER TWO

2. Theoretical and conceptual frameworks

2.1 Introduction

This chapter deals with the Theoretical framework of decentralization and service delivery, definition of the main terms and concepts, which are used in the study, is useful in ensuring clarity. This section, assess the meaning of decentralization and decentralized public service delivery has been pointed out from various scholars perspectives. The distinction between dimension of decentralization and forms of decentralization as well as the basic features to common to all decentralization has been suggested. The advantages of decentralization of political, economic and administrative and key factors for effective decentralization have been pointed out from different aspects.

The relationship of decentralization and service delivery in general and water supply service delivery in particular assessed and highlighted. The role of community participation in public service delivery to idealize the internal coherence and solidarity in communities, and miss the essential task of supporting effective, accountable and transparent public institutions are discussed. Special attention is given to assess pertinent conceptual issues and theories that are relevant to the major theme of the study.

2.2 The concept of Decentralization

There are different ways of conceptualizing decentralization. This has to do with the various disciplines including political science, public administration, law, economics and so on that apply different measures to the concept of decentralization. (Walsh, 1969:157; Turner & Hulme, 1997:152) agree that the concept of decentralization is complex and difficult to define precisely, and lack clarity due to its several connotations and interpretations, its reference to a wide range of processes and structures. Hence, the concept has led to different definition, wide range of ambiguities and even confusion in design and implementation of decentralization policies. Because of this difference, authors and scholars defined it in different ways. Although it has many definitions, there are some definitions and concepts that are widely accepted. The following are some among the several conceptions and definitions:

Decentralization is the process of reassigning responsibility and corresponding decision making authority for specific functions from higher to lower levels of government and organizational

units (UNESCO, 2003). In its basic definition, decentralization is the transfer of power of the central government to regional local authorities (Tegegne and Kassahun, 2004; Meheret, 2007).

(Stephen, 2009:7-8) defines decentralization as: that

entails the transfer of responsibility for planning, management, the raising of revenue and allocation of resources from the Central Government and its agencies to field units of government agencies, subordinate units or levels of government, semi- autonomous public authorities or corporations, area-wide, regional or functional authorities or non-governmental private and voluntary organizations.

Similarly, Rondielli, (1989) qualifies decentralization as that is closer to public and that it must be equipped with trained and skilled personnel capable of coordinating and integrating their own organizations with other organizations to put decentralization to put decentralization policies into practice.

Besides, decentralization dens the transfer of legal and political authority from a central government and its affiliate to sub national units of government into the process of making decision and managing (Tegegene and Kassahun, 2004). The World Bank studies (1999) purports decentralization as means to ensure the participation of the public in the diverse affairs of their locality. Allows local governments to effectively attend to the tastes and needs of local residents as well, decentralization often promotes competition and innovation in the provision of public services deliveries and preferences.

Turner and Hulme, (1997), capture decentralization in terms of transfer of authority for provision of resources to the public from an individual or agency in central government to some other individual or agency, which is closer to the public to be served. The transfer of authority to local government is meant for decision making, managing and provisioning of services.

The concept of decentralization is a vague term because of several understandings is being used for the same term. However, what should be noted is that none of the conceptions offer a comprehensive theoretical, methodological solution that will help us determine how decentralization should be carried out. But different approaches provided important concepts and guidelines for designing and implementing decentralization policies as a strategy for development in general and service delivery in particular (Fenta, 1998).

Accordingly, Federalism is a requirement for decentralization. Federalism is a way of linking together the decentralized system. Both '*holding together*' and '*coming together*' are inherent features of federalism. If holding together implies the unity part it is not a problem. The problem is,

to a lesser extent, how “holding together” has been occurred and more of how this unity is preserved and facilitating service delivery. Federalism is a system of self-government whereby, states or regions, nations and nationalities join together into a larger political entity. Essentially, federalism involves a downward devolution of power to local regional or national states and upward delegation of power to the central government for common good, which conceptually implicates combining ‘*self-rule*’ and ‘*shared-rule*’ (Elazar,1987:33).

Therefore, decentralization is one of the aspects of federalism and decentralization connotes generally the transfer of political power from central governments to sub-national governments. In principle, decentralization is perceived as a means of improving the efficiency and responsiveness of the public sectors. By transferring decision making power to levels of government that are close to beneficiaries, decentralization can give citizens greater influence over the level and mix of government services they consume and greater ability to hold their officials accountable. The types of decentralization arrangements can be viewed along spectrum of arrangements offering greater or less degrees of localized autonomy within a single state, which has decentralization at one end and federalism at the other, which facilitates public service delivery. This is the issue why I need to discuss district decentralization and service deliver

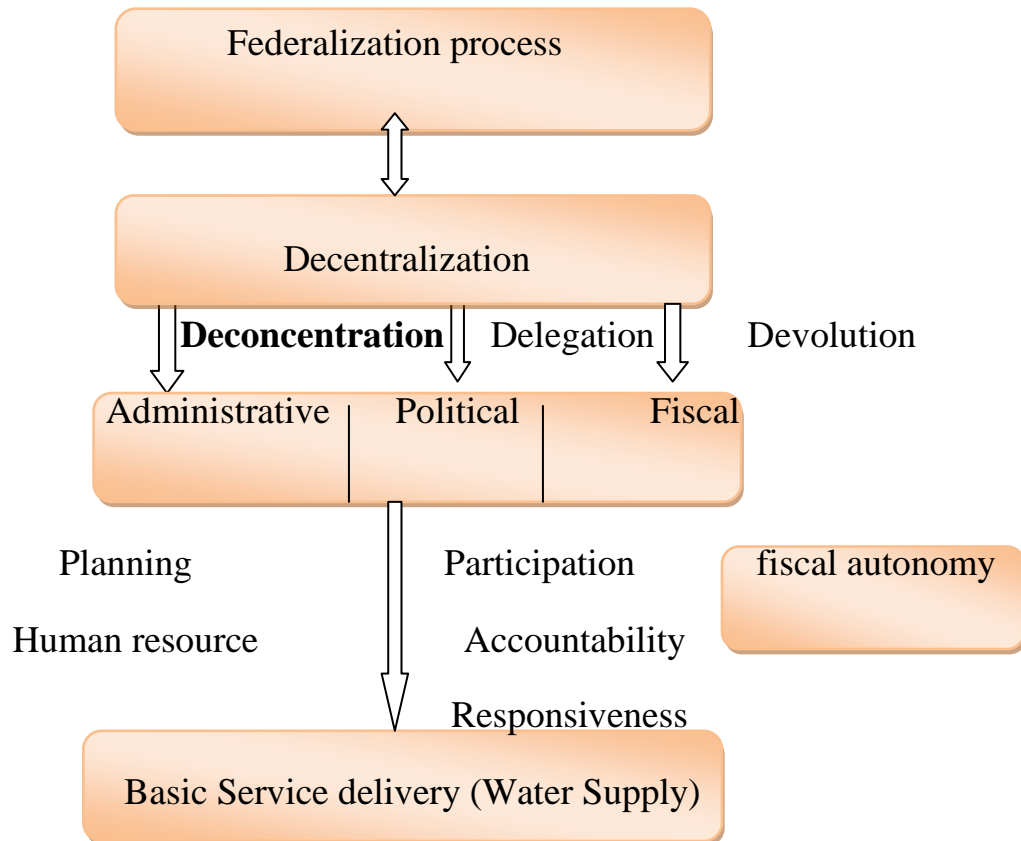


Figure 1: - process of Federalism and Decentralization (own construct)

In this part of the document attempts have been made to sort out relevant literatures, on the subject area, historical background, related concepts and theories and methods applied (*see Figure 1*). Decentralization is one of the features of federalism to allocate service delivery at local level, and delivery of basic service at the local level has been among derives towards adaption of federalism. As we see on the figure above, it is the transfer of administrative, political and fiscal authority to the *district* through deconcentration, delegation and devolution to facilitate basic service delivery in general and water supply service delivery in particular.

2.2.1 Dimensions of Decentralization

Contemporary, writers explain decentralization is divided into different dimensions, which are often included in the discussions on decentralization (Turner & Hulme, 1997:158). These include: administrative, political, fiscal and Divestment or market decentralization. Even though, these are the concepts repeatedly talked about, for the sake of clarity I need to briefly explain what they mean and what their purposes are.

Administrative Decentralization: Administrative decentralization aims at transferring decision making authority, resources and responsibilities for the delivery of a select number of public services from the central government to other lower levels of government, agencies, and field offices of central government line agencies. This transfer implies two basic types with different implications on accountability for resource mobilization and management and for service delivery (Robertson, 2005).

Administrative decentralization is the sharing of authority and responsibility between head quarter and sub offices (Meheret, 1998). It aims to redistribute authority and resources among different levels of government of selected public functions from the central government, and its agencies to field units of government agencies, subordinate units or levels of government, semi-autonomous public authorities or lower tier units of the government and agencies. That means purpose of administrative decentralization is to transfer decision-making authority and responsibilities for delivery of services by lower level government agencies, field offices, or line agencies (ibid).

Political Decentralization: The objective of institutional decentralization is to clarify responsibilities of decentralized institutions so that accountability is fixed and political interference from the center is minimized. It is also aimed at promoting vertical decentralization of power and local governance by expanding the autonomy of key institutions involved in socio-economic processes at local level (Chikulo, 1998:95-97; Kumera, 2006). This form of decentralization is synonymous with democratic decentralization where powers and responsibilities are devolved to elected local governments (Robinson, 2003). Political Decentralization normally refers to situations where political power and authority have been decentralized to sub national levels. The most obvious manifestation of this type of decentralization are elected and empowered sub national forms of government ranging from village councils to state level bodies (Robertson, 2005). Political decentralization refers to devolve powers to democratically elected local government or in much weaker forms, to attempt to local governments more accountable to communities through the establishment of oversight boards or the introduction of new forms of citizen participation in development of projects and policy making. It also refers to the means of sharing state power and responsibilities between the central government and sub regional and local entities (Meheret, 1998).

Fiscal Decentralization: The allocation or transfer of resource decision usually depends on factors such as inter-regional equity, availability of central and local resources and local fiscal

management capacity entails the transfer of financial resources in the form of grants and tax raising powers to sub national units of government (Robinson, 2004). Fiscal Decentralization involves decentralization of local government finances by introducing equitable and transparent revenue and capital development grants from central government to local government authorities, which also involves giving local government authorities' financial powers and powers to raise appropriate local revenues (Mmari, 2005).

2.2.2 Forms of Decentralization

Deconcentration: Means an act of giving authority to make certain decisions to regional representatives of the central administration with the understanding that these representatives remain under the hierarchical control of the central government (Robertson, 2005). Deconcentration is the transfer or delegation of responsibility for managing the activities or services from the national level to a local level of a ministry or central institution (ibid). Deconcentration refers to the transfer of authority to lower levels within central government agencies. Thus, this takes the form of creating or expanding powers or regional directors (Ayalew, 1995). Deconcentration is an administrative type of decentralization whereby central government, undertake some of its responsibilities through regional or local offices, This form of decentralization occurs when central government disperses or transfers responsibilities for certain services to its regional or local branch offices or local governments. Administrative and management responsibility is handed over to sub-national units or branch offices from the sector ministries or agencies at central level (Kumera, 2006).

In a deconcentrated form of decentralization, the authority and responsibility to decide on what and how services are provided is decided by the center while only administrative functions are assigned to local units. This form of decentralization is commonly exercised under unitary form of government or centralized mode of governance (Turner & Hulme, 1997:153-154).

Delegation: means redistributing authority and responsibility to local units of government or agencies that are not always necessarily, branches or local offices of the delegating authority. While some transfer of accountability to the sub-national units to which power is being delegated takes place the bulk of accountability is still vertical and to the delegating central unit (Robertson, 2005).

This form of decentralization is characterized by principal-agent relationship in which local governments act as closely as possible in accordance with the needs of central or regional

governments. Under deconcentration and delegation, the overall control of policy and resources is retained by the central government (Martinussen, 1997:154).

Devolution: Devolution is a form of political decentralization, involving a full transfer of responsibility, decision-making, resources and revenue generation to a local level of public authority that is autonomous and fully independent from the devolving authority (Robertson, 2005).

Devolution is the most extensive form of decentralization that involves far more radical approach that confers full authority and responsibility to discharge specified functions upon formally constituted autonomous local agencies that can operate independently in their own areas of jurisdiction (Martinussen, 1997:211) and (Chikulo, 1998:93). Devolution is characterized by statutory that enables sub-national units to raise revenue and make independent investment decision in providing public services.

Devolution is the creation or strengthening of sub-national levels of government that are substantially independent of national governments with respect to defined functions. These may be called local governments, or municipalities. Since authority is vested in representatives elected by the local population, the formal line of accountability is to the electorate within their jurisdiction. Contrary to the practice under other forms of decentralization, devolved local governments have clear and legally recognized geographic boundaries over which they exercise authority and within which they perform public functions (Turner & Hulme, 1997:154).

2.2.3 Rationales for Decentralization

Decentralization is a mean for practicing or exercising checks and balances in the different structures and tiers of government, facilitates the participation of non-governmental actors and grass roots of organizations to again a say in the governance realm, provides options for individual citizens by promoting government responsiveness, enhances opportunities for local economic activity and facilitate the taking shape of an active and vibrant civil society (Tegene and Kassahun, 2004).

In the process of decentralization, decentralized units of government can become more accountable in resource allocation decisions. It is further argued that the quality of service provision can also be enhanced by decentralization since local governments will be more sensitive to variations in local requirements and open to feedback from users of services (Robinson, 2003).

2.3 Benefit of Decentralization

Decentralization has political, economic, and administrative advantages. However, the degrees of the benefits vary from one form to the other that also depends on a variety of factors. The motives behind initiating decentralization schemes also vary from country to country, including within a single country itself. In general, the motives include economic transformation, the quest for reinforcing transition to democracy and self-rule in response to ethnic conflicts, and the need to improve delivery of basic services. This makes decentralization a multi-purpose initiative for furthering administrative, and political and economic goals.

Generally, decentralization is a mode of governance and a development strategy, which is characterized by a bottom-up approach. From the 1950s on, the concept of decentralization has been used as a means of reaching the population scattered in the rural areas by establishing center-periphery linkages. Since the 1960s, the concept has been lent more focus in facilitating participation of people at grassroots level in development. Though the concept has been around for long, it has reemerged as a condition for achieving sustainable socio-economic development and as fundamental goal in democratic governance since the 1980s(Chikulo, 1998: 84-85). In this context, the concept has been regarded as a governance issue and a mechanism of fostering public service delivery associated with lots of benefits.

Traditionally development has been emphasized at macro level and the state was considered as the most important actor in development. Provision of services, even the basic ones, has been the responsibility of the state (Goss, 2001). However, services are failing because governments are failing to discharge their responsibility in ensuring delivery of adequate services owing to lack of resources and other capacities. Secondly, most basic services are provided and consumed locally but resource allocation decisions and provision of required services is decided at the center with less attention to local priorities and preferences (Senboja & Therkildsen, 1995:1-3).

On the contrary, decentralization enhances effective performance and realization of local preferences. In this regard, Turner & Hulme (1997: 151-152) argues that a remedy to the problems associated in a centralized system is decentralization. This is due to the fact that decentralization is characterized by proximity, relevance, autonomy, participation, accountability, and even democracy. Accordingly, decentralization places authority and responsibility for decision-making outside the political and administrative center and generally enhances resource

mobilization and utilization, accountability, participation, and efficiency and responsiveness in service delivery.

2.3.1 Accountability

Decentralization is means of increasing accountability for service delivery. Accountability is a broad and complex concept involving two or more actors in view of service delivery (Turner and Hulme, 1997:122-126 and Kumera, 2006). It can be characterized by several factors. It is one of the features of governance used as an instrument for improving service delivery. Successes or failures in service delivery are related to the issue of accountability (ibid).

Accountability is both personal and institutional. Accountability becomes personal when authority and responsibility is delegated vertically from top to bottom, from supervisor to subordinate, in which the supervisor holds the subordinate personally accountable. It is also institutional. From governance point of view, accountability is about being able to hold public officials responsible for their actions. From such relationship, excellent results are obtained and failure may involve sanctions, including the withdrawal or modifications of working systems (Bahatta, 1998:232; Kammeier, Demaine, 2000:139-140 and Kumera, 2006).

The World Bank, (2000) in its World Development Report has established accountability framework in service delivery, which shows the accountability relationship in the chain of service delivery. According to the Report, the chain involves the relationship between politicians/policy makers and citizens, organizational providers and citizens, and front-line providers and citizens.

Accountability an institutional relationship (with five features: delegation, finance, performance, information about performance and enforceability), is at the heart of effective and efficient public service delivery. Reducing information asymmetry among parties in the service provision system is a key to strengthening the accountability relationships in service delivery. The literature suggests that increasing client power over service providers can increase efficiency and control in the system. The principal-agent theory provides a framework for understanding of accountability in public service delivery (World Bank, 2004; Ferris and Graddy, 1996; Gauthier and Reinikka, 2007; AfDB, 2005; Awortwi, 2012; Woldeab et.al, 2013).

Public service delivery involves three broad categories of actors, viz. clients/citizens, politicians/policy makers, and providers (public, private or self-organized groups). The accountability framework thus refers to the relationships between these actors, which may take either a “long-route” or “short-route” (Birner, 2007; World Bank, 2004; Woldeab et.al, 2013).

Decentralized units of government can become more accountable in decisions related to resource allocation, and increase the accountability of government to the people. Meheret, (1998:5) & Turner & Hulme, (1997:157) also argue that accountability is enhanced because local representatives are more accessible to the populace and can thus be held more closely accountable for their policies and outcomes than distant authorities at central level. Physical proximity also makes it easy to make local officials accountable for their performances.

2.3.2 Resource Mobilization and Management

Decentralization can generate financial capacities, efficiency and quality gains that promote effective delivery of services by devolving resources and decision-making powers to local governments. In terms of financial resources, it is argued that decentralization is attractive to national governments because part of the burden of financing services can be shifted to sub-national units and private providers. It entails shifting of responsibilities with corresponding fiscal resources to sub-national levels and allows not only increased resource mobilization but also maximizes the provision of services like health, education, water supply and others by allowing local governments to take decisions on the allocation of scarce resources, according to local needs and priorities (World Bank, 1999/2000:108; Martinussen, 1997:213; kumera 2006).

As local governments are closer to the people and they can address local needs and preferences better than the central government. Decentralization also approaches a competitive market in that local governments supply services on the basis of people's preferences and people are made to pay a tax based on the benefit they receive (Van der Loop, ed, 2002:46)

despite the fact that, fiscal independence with more resource control is the true measure of autonomy of decentralized units, Befekadu (1994:1) and Bulti (1994:146), argue that experiences of fiscal decentralization in developing countries shows that inadequacy of financial resources is the most important factor that undermines the sustainability of many decentralization initiatives.

2.3.3 Efficiency and Responsiveness

One of the basic arguments posed in favor of decentralization is its merits in increasing efficiency and responsiveness of government. Public choice theory of economics views the benefits of decentralization in terms of allocative efficiency and public preferences. This theory associates the involvement of large groups of local organizations through decentralization with options offered to citizens through lower transaction costs (particularly information costs) and better services (Turner & Hulme, 1997)

According to Barlow (1981:84-91) and Martinussen (1997:214) efficiency refers to the quantity of resources expended in the effort of achieving stated objectives and focuses mainly on the avoidance of unnecessary and wasteful use of public resources in cost minimization and better allocation system. For services to be efficient, it requires the fulfillment of two basic criteria: first that it is provided in the quantity and quality that people want; and second, that it be produced at the lowest possible cost. Efficiency is thus more than a simple measure of cost or consumer preferences. Hence, efficiency takes into account service quality, quantity, and cost

Contrary to reliance on central governments, which is characterized by longer delays and greater costs of administration, decentralization divides and disperses services that are provided from the center to local levels. It reduces workload and congestion in the channels of administration and communication and offers the chance of providing efficient public services at local levels with fulfillment of public preferences (Osborne and Gaebler, 1992:168-169; World Development Report, 1997:122; Chukilo, 1998: 91).

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This has also the advantage of making the central government efficient by removing the burden of service delivery from the center and allowing central authorities to concentrate on strategic issues at national and international levels (Walsh, 1969:159; Kibre, 1994:1; Hailu, 2003; kumera, 2006). At sub-national or local level, also decentralization enhances better coordination of functions much more quickly than it happens at the central bureaucracies and offers the chance for flexible and responsive services and creates accountable institutions.

One of the objectives of decentralization is to foster greater responsiveness of the government to the will and interests of citizens by placing services closer to the people, which would result in a closer congruence between public preference and public policies (Mulugeta, 2012). Responsiveness is defined as the degree to which an institution or organization responds to citizen needs and demands and adapts to changing conditions (Senboja and Therkildsen, 1995:19). Locally elected leaders and local institutions know the situation in their locality than authorities at national level and are in a better position to provide services needed by local

people. They are in a better position than the central and regional governments to secure the public participation in identification, prioritization, approval and implementation of public services (World Development Report, 1999/2000:108; Tegegne and Asfaw, 2002). This is to make local development practitioners and decision makers more accountable to the local people, which could be realized through local elections.

A UK based public corporation Audit Commission's (cited in Mulugeta, 2012) list, highlights eight key items of strategic framework within which local governments should seek to work to attain a high standard of responsiveness to their people: understand its customers, respond to the electorate, set and pursue consistent, achievable objectives, assign clear management responsibilities, train and motivate their personnel, communicate effectively, monitor results, and adapt quickly to changes.

This strategic framework has a lot to do in most developed countries with decentralized and privatized systems.

Local communities also have a better experience and knowledge about their environment and can therefore better identify their development needs and potential, and initiate development activities that address their needs. This permits and enables decisions to be made locally and closer to the communities with better information and local knowledge, and better coordination. Therefore, being aware of local conditions and needs, local politicians and civil servants will be more responsive to citizens preferences than the central government which tends to provide the same level of public services throughout the country regardless of differences in tastes from one locality to the other (Gant, 1979:169; Turner & Hulme, 1997:157; Bulti, 1994:150)

The quantity and quality of service provision can also be enhanced since local governments will be more sensitive to variations in local requirements or local preferences. They also have better knowledge of local costs and are open to feedback from users of services for better coordination and provision. It fosters synergy and partnership among local government, civil society and the private sector to tackle problems that adversely affect local communities. It links local institutions and individuals and provides an opportunity to establish government services, mobilize communities, and demonstrate the responsiveness of public institutions. Compared to centralized forms of governance, it has the advantage of empowering and providing communities with the power to control resources thereby encouraging accountability and increasing responsiveness. By doing so, decentralization is believed to allow local governments to respond

to local needs, be more efficient and effective, and ensure greater local development, including the reduction of poverty.

However, the concepts of efficiency and responsiveness are replete with considerable confusion in terms of measurement to achieve the goals of service delivery. Measurements of performances on this basis require detailed information on consumer preferences, production processes, and service output, both in qualitative and quantitative terms. Therefore determination of the efficiency and responsiveness of service delivery requires collection of all sorts of data and measurement of the indicators used. This is sometimes difficult due to non-availability of data and lack of proper indicators. In terms of decentralization, access to and quality of public services depend on the way decentralization is designed and implemented in a particular country and locality. What is achieved also depends on the resources, responsibilities and capacities of the decentralized unit. Decentralization may also involve one or more objectives which could be political and economic or both and complicates identification of the objectives.

Government also intervenes through different means and performs a variety of functions, which complicates comparisons of performance before and after decentralization (Turner & Hulme, 1997; Bulti, 1994:148-149; World Development Report, 1999/2000:109). The arrangement of services or elements governing its provision, which involves decisions on regulation, financing, production, and distribution, affects its effectiveness, efficiency and responsiveness. The perception of effectiveness, efficiency and responsiveness also vary among different people or the public varying from politicians, professionals, taxpayers and consumers (Senboja & Therkildsen, 1995:19; Boyne, 1998: 148-149).

Decentralization has also its own pitfall, with implications for resource allocation and service delivery at central and local levels. At central level, decentralization has a consequence of creating macroeconomic instability if borrowing by sub-national unit is left unchecked. It also brings disparity among different regions and localities within a country due to variations in capacity and resource endowment. At local level, lack of effective institutional arrangements, lack of proper resource allocation, mismatch between authority and responsibility for planning and resource mobilization and decision on allocation and scarcity of manpower can hinder the benefits to be gained from decentralization (World Development Report, 1997:120-124).

World development report, (1999/2000:107-109) argues that successful decentralization improves the efficiency and responsiveness of the public sector while unsuccessful decentralization disrupts the delivery of public services. Success in decentralization of decision-

making powers and functions to local level requires strong political commitment and leadership. The performance of decentralization depend on the existence of enabling institutions, motivation for reforms, and the smooth interaction of various stakeholders that forge partnership for realizing improved service delivery. It also depends on how decentralization is designed and implemented. The way it is designed determines the objectives and what could be achieved depends on the resources and responsibilities granted to local authorities and the supports from central and regional bodies.

Even though specific reasons for decentralization vary from one country to the other, and different problems could emerge in its implementation, a devolved form of governance is generally argued as a more accountable, participatory, effective, efficient and responsive form of decentralization since it confers authority and responsibility in resource mobilization and investment decision and increases popular participation that creates or opens more political space to pertinent actors. It has been viewed as a means of improving efficiency and effectiveness of service delivery by reducing delays in decision-making and enhancing coordination among different actors. It also improves responsiveness to local needs by bringing government closer to the people and makes local governments accountable to citizens. It also enhances local revenue generation and better allocation for public service delivery at local level (kumera,2006).

2.3.4 Community Participation

Communities can be defined by characteristics that the members share such as, culture, language, tradition, law, geography, class, and race (Mitsue, 1999). Mitsue points out three aspects of communities. First, community is a group structure, whether formally or informally organized. Second, members of the community have some degree of collective identification with the occupied space. Lastly, the community has a degree of local autonomy and responsibility.

The term “participation” can be interpreted in various ways, depending on the context (Mitsue, 1999). Community participation as a concept focuses on the idea that involving stakeholders in decision making about their communities and broader social issues has important social, economic and political benefits. In the 1980s and 1990s, for a variety of reasons public sector donors, policymakers, as well as both Northern and Southern Non-Governmental Organizations (NGOs), emphasized the value and potential benefits of participatory approaches. Their interest in participation emerged from a range of concerns: failures in state led development. The risk with an approach to economic development or service delivery that focuses too much on

‘community participation’ is that it may idealize the internal coherence and solidarity in communities, and miss the essential tasks of supporting effective, accountable and transparent public institutions (Norman, 2000).

Community participation is one of the domains of community capacity building. The role of citizens and communities is expressed through three main venues: direct financial or in kind contributions toward the establishment or maintenance of a facility, management of the financial and citizen voice in the local Kebele and District councils, to balance the local executive political leadership and service providers are accountable to the community (Jeilu, 2009). Many organizations like World Bank (1997) and (United State of America International Development (USAID), 1997) define participation in their context.

For instance World Bank (1997) notes participation as it is a process through which stakeholders influence and share control over development initiatives and the decision and resources which affect them. It is the process whereby all those with an interest play an active role in decision making, and in consequent activities which affect them. Likewise USAID (1997) states that part is the active engagement of partners and customers in sharing ideas, committing time and resource, making decisions and taking action to bring about a desired development objective.

As it discussed above, participation is sharing of activities, make decisions, resources and responsibilities in a certain intervention. Basically, participation is sought to make development intervention successful by using local knowledge, institutions, materials and labor resources and scientific knowledge. The role of community participation in Water supply project activities is considered as very important, because it builds a sense of ownership and commitment among the local people and the community participation in water supply promotes the wise use of resources which does not compromise the ability of the scheme to continue deliver water at an acceptable level (ibid).

2.4 Key Factors for Effective Decentralized Service Delivery

2.4.1 Conditions for Effective Decentralized Service Delivery

Decentralization demands some kind of commitments and also the existence of well framed institutional structures to encourage the development effort both at national, regional and local levels (Fritzen and Lim 2006; Robinson, 2003; Fenta, 1998 and Jennie Litvack, 2005). These scholars indicated the following points that are necessary conditions for effective decentralization. These are:

First, Political Commitment is of intrinsic importance to decentralized service delivery for several reasons. It is widely accepted that political commitment on the part of federal or state governments is a sine qua non of effective democratic decentralization, and especially forms of decentralization that are specifically geared to the interests of the poor. Successful pro poor decentralization is associated with governing parties that are politically committed to the democratic empowerment of local governments. Decentralization cannot occur until it is supported by the highest political authority. Decentralization in whatever form it occurs is a political agenda i.e. it takes place within and under a political regime and the regime should be properly committed for the achievement of political objectives. The degree to which national political leaders thought the political hierarchies are committed to decentralize planning objectives determines the effectiveness of decentralization policies.

Secondly, Effective inter-organizational relations in recognition of the latent power of organized civic protest, local authorities in different countries have experimented with institutional arrangements designed to facilitate public engagement, feedback and oversight. Decentralization requires some sort of special implementing machinery including an agency specifically responsible for coordinating and implementing an action plan and a public relations exercise to ensure understanding of and support for the reform.

Thirdly, Availability and access to resources required is a critical determinant of the equity, quality and efficiency of public services and the inadequacy of financial resources often explain poor service outcomes. Lack of resources implies incapacity of any agency. Most developing countries are mostly constrained by lack of finance to implement decentralization policies.

Fourthly, Capacity of implementing institutions is an actual decentralization has to be institutionalized and integrating their own organization polices into practice. The nature and capacity of that agency determine the outcome of decentralization policy.

Fifthly, Environmental accessibility that the remoteness of the territory covered by many local government authorities are accompanied by related difficulties in communications, transport service delivery etc These factors, allied to the weakness of civil society organizations at local level, make local participation and local accountability even more difficult to achieve (Mmari, 2005). Living in remote settlements will have very different levels of exposure, sensitivity and adaptive capacity. The most vulnerable are those suffering from multiple sources of disadvantage are low incomes, low education levels, poor health (ibid).

Sixthly, Complementary Support is an effective process of decentralization must be based on a proper understanding of the limitations and the possibilities of top down directives and bottom up initiative and impulses.

2.4.2 Effective Decentralized Service Delivery

In most of the literature goods or services are divided into public goods and private goods and defined accordingly. Private goods or services are goods or services if consumed by an individual are not available for other individual. In this case goods and services are provided through market and access to them is determined by individual dispositions and market conditions. Most services also combine the features of public and private goods because its production, provision and financing may be undertaken jointly. Such goods are either financed by the state and provided privately or financed privately through user charges and provided by state (Streeten, 1995:247-8). Public goods are goods whose possession by one member of the public does not prevent its possession by others. According to Barlow (1981:81-2), public goods are goods which are if available to one, should be equally available to all and when consumed by one, are still available in the same amount to others. Therefore, the consumption of public goods or services is open to all people and difficult to prohibit an individual from consuming it.

Particularly in developing countries where the provision of goods and services is mainly based on public provision, it is difficult to divide and price public goods (Bailey, 1999:48). However, Barlow (1981: 81-84) identifies two types of services: basic and optional services. Basic services are services, whose delivery is sanctioned by law while optional services are left to the discretion of local governments. Basic services include mandatory services like police protection, while optional services are determined by the nature of services and the need and the standard of living of a given individual or locality or country. Basic public sector services like water supply and sanitation, housing or shelter, primary healthcare, education and roads are largely provided at local level (kumera, 2006). In this study, service refers to those provided by public sector, such as education, health water supply and rural road are the provision of which are under the jurisdiction of the District administration. The latter depends on factors that include governmental fiscal capacities and the community. Type of service could also be divided into services that may be spatially divisible targeting certain local beneficiaries or spatially indivisible that provide benefits over a wide area like transportation. Some services are also classified into point pattern facility systems and network facility systems or area-based services or a

combination of both systems. Local school or health center could be an example of point-based service while water supply is an example of network service (*ibid*). However, it is also possible to categorize services in physical (like road) and social services (like water supply) infrastructures (Kumera, 2006). Broadly services are meant for human consumption. They are services are related to sectoral development activity, which are provided by different agencies and defined as access to basic developmental goods or services available to citizens and contributes to human needs or development.

Therefore, under devolved system, most basic services are becoming under the responsibility of local governments.

The process of decentralization has been argued that it can substantially improve efficiency, transparency, accountability, and responsiveness of service provision compared with centralized systems. In particular, governments with severe fiscal constraints are endowed by the potential of decentralization to increase efficiency (Litvack, 2005). Decentralized good governance approach at the *district* level brings the improvement of public service provision and improvement in the quality and mode of service delivery is expected to enhance socio-economic development (Tegegne and Kassahun 2007). The classic argument in favor of decentralization is that it increases the efficiency and responsiveness of government, locally elected leaders know their constituents better than authorities at the national level and so should be well positioned to provide the public services local residents want and need. Physical proximity makes it easier for citizens to hold local officials accountable for their performance (World Bank, 2006).

Currently, countries throughout the developing world have been attempting to combat problems of poor public sector efficiency by decentralizing functions and responsibilities from their central governments to lower levels of the public sector. Many countries have resorted to decentralization measures as a way of realizing effective public service delivery and local self-rule. Decentralization advocates that beneficiaries influence policy according to their preferences by holding service providers accountable for the accessibility, quality and quantity of their services. For this to occur, citizens must participate in public policymaking, budgeting, tracking, and monitoring. New territorial reforms for local governments and adequate financing for basic services are critical (World Bank, 2006).

Economists justify decentralization on the grounds of allocative efficiency. The reason is that decisions about public expenditure that are taken by a level of government closer, and more responsive to a local constituency are more likely to reflect the demand for local services than

similar decisions taken by a remote central government. The secondly, it is also important benefit in that people are more willing to pay for services which they find to be responsive to their priorities, especially if they have been involved in the decision making process with regard to delivering the services. One argument asserts that a primary economic rationale for decentralization is to improve the "competitiveness" of governments and enhance innovation hence the likelihood that they will act to satisfy the wishes of citizens (Litvack, 2005).

In federalism, the basic aim of *district* level decentralization is to serve as a means of empowering local communities, developing democratization, and improving delivery of basic services. Therefore community participation is the main issue in facilitating public service delivery.

CHAPTER THREE

3. DECENTRALIZATION AND SERVICE DELIVERY IN ETHIOPIA

3.1 Pre 1991 District Decentralization in Ethiopia

In pre 1991 Ethiopia, deconcentrated and delegated forms of decentralization had characterized public service deliveries. Despite the existence of *districts* as the lower tiers of government since the 1940s, the role of *districts* in providing public services at the local level remained highly limited. Attempts at decentralization under the Imperial government and Derg, regimes remained “insignificant owing to strict control of public services in a centralized manner”. For example, as (kumera,2006) cited in his study, the experience under the Imperial government was limited as stipulated in decree No 1 enacted in 1942 that established provincial governments to act on behalf of the Emperor who had a final say on overall aspects of administration (Imperial Government of Ethiopia, Negarit Gazeta No 6.1942 article 1 part 7 & 31). At the beginning, provincial governors were assigned and acted under the supervision of the center. Later, they were brought under the Ministry of Interior as salaried civil servants and became agents of the central government (ibid). In an attempt to respond to the pressure of modernization, the Emperor also enacted a decree in 1962 to allow for the establishment of pilot Sub-Provinces (‘awrajas’) for self-administration. This attempt has also failed without any significant change due to lack of commitment by the Emperor to defend the policy and the reluctance and fear of the then parliament on the pretext that the decree could encourage political instability and secession (Meheret, 1998:8; van-der Loop, 2002:13). Thus, in pre 1991, Ethiopia’s *districts* municipalities were marginalized and did not operate in independent local authorities.

The main purpose of *district* administration at the time was enforcement of law and order and collection of taxes and only few agencies like police, finance and justice were fielded at *district* level. These services were centrally budgeted and controlled (Imperial Government, Negarit Gazeta No 6.1942 article 1 part 31). All locally generated revenue was remitted to the central treasury. Under the military rule also this limited role was maintained, until *districts* were dissolved in 1987. Some additional role was also assigned to Districts as a result of the Land Reform and Urban Land Proclamation, which established Peasant and Urban Dwellers Association following the Ethiopian Revolution of 1974. With these changes, *districts* were given responsibility for implementing decisions related to the land reform, transmitting and enforcing rules and directives flowing from higher levels of administration, adjudicating minor

litigations among community members and undertaking matters related to local development and service delivery (Tegegne and Kassahun, 2004: 40-42).

Furthermore, both the jurisdictions and competence of local administrations have kept on changing from time to time particularly following regime changes. As indicated above, Decree No 1 of 1942 created 12 awrajas and 60 *districts*. But Decree No. 6, of 1946 changed sub-provinces awrajas to Provinces and *districts* to sub-provinces awrajas and created *district* structure from below in place of the earlier kebeles by dividing the administration into three tiers (Imperial Government, Decree No.6 1946). These tiers (province, awrajas and *districts*) have served until *districts* were abolished under Derg regime in 1987.

(Kumera, 2006) noted that:-

In 1987 the Derg established the Institute of Nationalities, which drafted a constitution that established five autonomous regions and 25 administrative regions with 354 sub-provinces awrajas thereby abolishing districts as administrative tiers. Though the objective of granting autonomy under the Derg for the 5 regions (Tigray, Afar, Somali, Aseb and Gambella) was to respond to the demands of opposition groups through granting self-rule, no significant progress has been made in allowing the participation of the regions in the administration. Since the head of administration and some of the ranks and files were assigned by the central government, the regions concerned were rather reduced to the strict control and supervision of the center. On matters of socio-economic development also central planning has been a guiding principle in which local services were decided centrally. Local units are obliged to unconditionally comply with laws, directives and regulations and decisions of the center. Both physical and financial plans were approved from the center and required to follow standard reporting formats. Like the situation under the Imperial government, locally generated revenue should either be remitted to central treasury or be endorsed by the council of state to be utilized locally. The minor changes made under military rule in regional and local administration is only change in names of provinces, and designation of local and regional officials.

Under both the Imperial government and military rule, decentralization efforts that aim to ensure empowerment and participation of citizens never existed. Neither officials were elected nor were they accountable to local people. Hence attempts at decentralization under both the Imperial and the Derg rules were made with the intention of only responding to the pressures from modernization and opposition groups with strict control of the center. The country remained under a centralized system of government with the objective of building strong centralist state in all aspects. Therefore, *districts* have served as deconcentrated agents or field units of the central government and at times they functioned in the form of controlled delegation for convenience of

centralized administration contrary to principles governing existence of local governments and adequate authority ((Meheret, 1998:8-9; Tegegne and Kassahun, 2004:42). Furthermore, since the main structures for public service delivery were transferred from District s to Awrajas from 1987, only peasant and urban dwellers associations were remained who are neither mandated to play the role of *districts* nor have the capacity to provide required services to the local population.

3.2 District Decentralization and Service Delivery under Federal System of Ethiopia

Since 1991, the country followed a new socio-economic and political direction with a policy that potentially allowed self-determination for the various nations, nationalities and peoples. This became a framework for instituting a decentralized approach in governance. At the same time, the country embarked on the task of economic adjustment and reconstruction through economic reforms (Hamdok, 2003:25). According to Befekadu (1994:6), the reform was aimed at limiting the role of the state in the economy through privatization and focus on strategic and regulatory functions and to reduce the role of central government by shifting responsibilities to regional governments in particular.

The FDRE Constitution, 1995 (Art. 50 (1)) states that the country is organized into federal and regional states. In Art. 50 (2), states that both the federal and regional governments have legislative, executive and judicial functions. Each of the different government levels has a similar structure: legislative body, a court system and a number of sector specific administrations. The FDRE Constitution, 1995 (article 51 and 52) also defined the respective functions of the federal and regional governments. Accordingly, except for activities related to national defense, foreign policy and macroeconomic matters fiscal and monetary policy, regional states are empowered to decide and undertake economic, social and development plans as well as maintenance of law and order within their respective jurisdictions.

The Constitution granted regional states self-rule within their own defined territory and empowered them to participate effectively in the affairs of the central government through their representatives who are elected periodically. Regional states are given power and authority including the right to enact regional constitutions, establish elected regional assembly/councils, use their own national languages in schools and work places etc. They are also empowered to prepare their own socio-economic development plans, mobilize resources for local and regional development, and prepare and implement the regional budget (Federal democratic Republic of Ethiopia, Constitution 1995, article 52(2)).

the Constitution of the Federal Democratic Republic of Ethiopia (1995) were landmark achievements as mentioned above with regard to laying the foundation for autonomy and introducing decentralized government systems. At the initial stage, the decentralization practices were limited only to the state level and in between, zones were strengthened, where they had to play various roles¹. In 2002, the District Level Development Program (DLDP), which was known as the second wave of the decentralization processes were moved from state and zone levels to districts. According to Ministry of Capacity Building (MoCB, 2004a) have many objectives, among this Institutional/organizational rearrangement - which includes activities to refine the functional assignment of districts, to improve local governance, build efficient organizational structure, and define the roles of kebeles; district planning and fiscal control systems; Grassroots participation - to enhance democratic participation and empowerment of the rural population at grassroots level; State-district revenue transfer and own revenue generation to allocate a budget required for local development on efficacy.

Article 50(4) of the FDRE constitution states that state governments shall be established at state and other administrative levels that they find necessary and adequate power shall be granted to the lowest units of government to enable the people to participate directly in the administration of such units. This indicates that regional state can devolve adequate decision making authority and control over resources to lower levels of government in order to promote decentralization and bring government closer to the people. Another article which scholars on local governments site is Art.39(3) of the FDRE constitution. It states that every Nation, Nationality and People in Ethiopia has the right to a full measurement of self government which includes the right to establish institutions of governments. On balance, the existing local governments in Ethiopia took their roof from these provisions of the FDRE constitution.

Since the adoption of the federal constitution in 1995, the ONRS constitution was issued to effectively devolve political, fiscal and administrative powers and functions. The proclamations mainly dealt with the establishment of national/regional governments, fiscal decentralization, and defining the duties and responsibilities of the federal and regional governments. On the bases of Art. 96- 98 of the Constitution², regional governments are empowered to mobilize and utilize own revenues. Regions are also entitled to federal government transfers to support their development needs. Different sector programs like education; health, water and road were

¹ Mulugeta Debebe, 2012

² ONRS constitution Proclamation No. 46 of 2001

adopted with focus on poverty reduction and sustainable development, deepening democratization, and good governance and empowerment. All sector programs and the poverty reduction program have also adopted a system of decentralized service delivery through popular participation to facilitate access of public services to the population (Ministry of Finance and Economic Development (MoFED), 2002b). With focus on the poverty reduction program and to facilitate the delivery of public services different institutional reform measures were taken through adoption of A **National Capacity Building Program (NCBP)**. The program has been designed to build capacity at all levels of government. At federal and regional level capacity building offices were opened with the objective of building capacity at all levels. In the program, particular emphasis has been given to *district* decentralization as a means of empowering local communities, developing democratization and improving delivery of public services (Ministry of Capacity Building, 2003).

3.3 District Decentralization and Service Delivery under Oromia

The process of decentralization of power to lower levels of government so far has passed through two stages; first under the framework of federal constitution and second through regional constitutions. The first stage was the devolution of power to the regional states with substantial legislative, executive and judicial powers while the second stage is the decentralization of powers and functions to *district* administrations, which is the lower level of government. In line with the federal constitution the second generation of decentralization started in four regional states (Oromia, Tigray, Amhara and South Nations and Nationalities) through legal and administrative measures undertaken in their respective revised constitutions of 2001/2.

The Oromia National Regional State instituted by, 1995 federal constitution, article 47(1). The 1995 federal constitution article 50(4) provided legal bases for *district* administration as important local government unit where people participate directly in their administration. It also required regional states to grant adequate power to the lowest units of government so that the latter serve as democratic organs of the government. (Art. 39(3)) of FDRE Constitution state that the right to a full measures of self government which includes the right to establish institutions of government in the territory and also (Art. 81(1)) implies the government shall promote and support the peoples self-rule at all level. This was aimed through empowerment of the communities at grass root level and by creating close interaction between the local administrative units and the people through direct participation of people in the administrative affairs of local

governments. Empowerment at the grassroots is seen as a key to the improvement of service delivery.

To implement these provisions at first stage, *district* administrations, which have been served as a deconcentrated unit of administration during the periods of the Imperial and Derg rules and also abolished from 1987, were reemerged from 1991 with representative institutions. At second stage regional states have recognized *districts* and kebeles as legitimate units of local government administration with legally defined authority and functions and re-instituted *districts* with a substantial devolved authority. Following the regional revised constitution preliminary studies were conducted on institutional, administrative, personnel, fiscal and capacity building aspects of decentralization. Functional assignments were reorganized by transferring financial and administrative powers to *districts* over revenue and expenditure authorities and personnel administration. Accordingly, *districts* were restructured and reorganized with their own organizational structures and manpower and employment of manpower took place from regions and zones since 2001. By 2002 also a regional block grant has been introduced so that *districts* can finance their expenditure needs. Different capacity building efforts were also made in view of the weak implementation capacities observed in the processes of *district* decentralization (Worku, 2005:29-35).

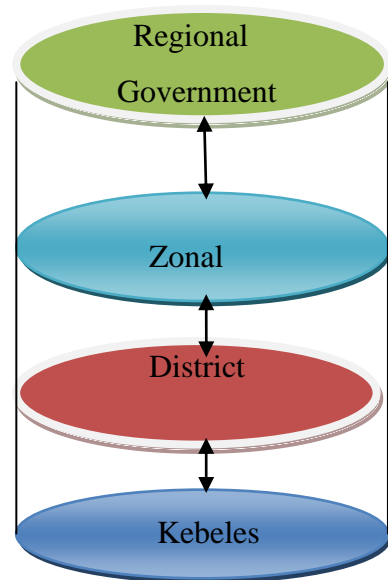


Figure 2: - Administrative structure of Oromia National Regional State(own construct)

With the figure 2 mentioned institutional arrangements at federal, regional and *district* level, the current administrative system in Oromia comprises four levels of governance institutions. These are regional, zonal, *district* and kebele administrations (ONRS constitution Art. 45).

Administratively, it is based on regionalized functions with sectoral division of activities among regions, and *districts*. In fiscal matters, it is based on division of revenue authority between federal and regional states with federal transfer to regions. Districts are also made eligible for regional block grants and to utilize own revenue (mulugeta, 2012)

3.3.1 Decentralization and Local/ District Administration under Oromia

(The Oromia National Regional State Revised Constitution of 2001, Art. 45), establishes Regional, Zonal, District and kebele administrations with necessary legal, institutional and financial powers. This was aimed at making them effective and efficient institutions of local government for democratic governance and economic development and increase local service delivery. (FDRE constitution Art. 52) states that the regional governments have the power of to formulate and execute economic, social and development policies, strategies and plans of the state; have the power of to establish a state administration that best advances self government and to levy and collect taxes and duties on revenue source to the states and to draw up and administer the state budget. The decentralization program of Administration under Oromia has focused on empowering local tiers to practice self rule and enhance their capacity to change their localities.

Accordingly Zonal Administration shall be accountable to the president of the region and the administrative council and have the power and duties to: coordinate the activities of the *district*, of the Zone; support, follow up and coordinate the activities of the various government institutions established and department of the zone; support and coordinate social and economic institutions established to give services to more than one district (ONRS constitution Art. 71).

In 2002, the DLDP, which was known as the second wave of the decentralization process, was launched with a set of objectives to be discussed below. Under these objectives, several specific objectives and implementation modalities have been elaborated in detail. Article 79-89 of the Oromia National Regional State constitution defined the power, duties and responsibilities of *district administration* and empowered them to approve *district social* service delivery, economic development, and administrative plans and programs. Accordingly, like any other *districts* in the country in general and the *districts* in the region in particular, the *district* is empowered to undertake the following duties and responsibilities. These includes, among others: Preparation and approval of annual *district* development plans and budgets; Collecting local taxes and levies, administering fiscal resources available to the *district* and Constructing and monitoring low-grade *district* level infrastructure for local service delivery.

3.3.2 Challenges of Service Delivery at District Level in Oromia

Though there are a lot of arguments on the consequences of the constitutional provision on self-determination and the institutional arrangements made at all levels, the government argues as the only practicable strategy to build a stable-state and preserve the unity of nations, nationalities and peoples (Meheret, 1998:15-16). Similarly, argues that the predominant reason for launching the decentralization process was of a political Nature and the decentralization in Ethiopia took place by a design to respond to the national political problem and thus was not designed to improve the efficient allocation of resources and to enhance the administrative efficiency of the central government. According to De jong, (1999:22), nor was it aimed at addressing socio-economic or development objectives.

Devolution of power to the lower units of government (*district*) is also a recent phenomenon after almost 10 years of devolving authorities to regions. During the period between 1991-2000 power of planning and implementing local services were based at regional and zonal levels while District's were considered as field administrative agents or subordinate units of zonal administrations with no authority to act as local autonomous entities. Under Zonal administration, *districts* were given too much responsibility and functions but they lacked the necessary financial and resource capacity to undertake development at the local level (Befekadu, 1994:63). Thus, *districts* could not exercise sufficient local autonomy and the performance of the *districts* as effective units of government has been constrained by a number of inter-related factors. These include a number of factors such as tight control of *district* administrations and constant interference by zonal authorities, limited institutional and management capacity of *district* councils, inadequate administrative and personnel capacity, poor revenue base to carry out socioeconomic functions, and a high degree of dependence on regional states for financial allocation as well as limited space for political competition and participation of civil society at the *district* level (Meheret 1998 & 2001). While regions are endowed with substantial amount of resources to match at least part of the devolved responsibilities, the process of decentralization at *district* level did not make much headway prior to 2001. This necessitated changes through devolution of power in financial and human resources that took place since 2001.

With these changes, *districts* are considered as the basic unit and important lower level local institution and centers of development because of their key role in prioritizing the provision of public services at the local level. They are also considered as a strategic unit of government for the implementation of the country's development strategies such as rural development, expansion of educational, water supply and health services, and sustainable development and poverty

reduction. Therefore, Water Supply (WS) is one of the pillars of poverty reduction program which government gives attention and the basic important of service delivery.

CHAPTER FOUR

4 Institutional Structures, Responsibilities and Performances of Water Supply Service Delivery in Chalia District

Institutional Structures, duties and responsibilities and performance of decentralized water supply service delivery. *In district* have been changing since their emergence as lower tiers of government in the country. Furthermore, due to the commencement of *district* administration from the emerging in 1991 and lack of meaningful power by *districts* due to concentration of public service structures with significant decision making powers at regional and zonal levels until 2001, the role of *district* authorities have been significantly limited in providing public services.

Even though, Chalia *district* is one of the oldest *districts* that existed since the emergence of *district* administration in the country, it has been affected by series of changes that took place at different times. Until the decentralization of power to the *district*, there were offices like agriculture, education and finance serving as deconcentrated agents of zonal administration. As power was devolved to the *district*, these and other new offices were opened on the basis of new institutional arrangements with devolved functions. To undertake the devolved functions or services, the *district* has been structured into different offices in accordance with the provision of the revised regional/state constitution, which laid down the legal basis for decentralized service delivery.

4.1 Institutional and Functional Arrangement for Decentralized Water Supply Service in Chalia

The delivery of water supply service is not a sole of responsibility of district administration in Oromia. The Regulation³ of Oromia National regional State of Water Supply Bureau, denotes that the provision of water service comprise different levels of the region administrations. Accordingly, much of the water source delivery processes need to be performed at ONRS Water, Mineral and Energy Bureau. This Bureau holds a wide range of duties and responsibilities that includes but not limited to:

The duties and responsibilities of Regional Water Mineral and Energy Bureau are **receive and examine the request of stakeholders; prepare and submit budget plan to regional council for**

³ Regulation of Oromia National regional State of Water Supply Bureau, structure and responsibilities of Regional, Zonal, District and Urban Water Supply Office, June, 2002

water supply studies purpose; studies large water systems and which pass through two or more district and which gives services to more than 15,000 population; surveying the system of water supply; make designs of these systems; evaluate the design again; Prepare and submit the last document; by arranging the priority requests, prepare the budget and submit, for the study; arranging and request budget for Studies and designs prepared by zonal WMEO; evaluate and approved the design proposal submitted by NGOs and by individuals; hire the consultant and contractors of the studies and the designs; hire the contractor on which the project estimated by engineering more than five million Birr; support the *district* in technical support; supervising monitoring and evaluation; financing and gives technical support of the projects which beyond the mandate of the *district* like spring motorized and deep well. And also responsible for the implementation of federal policies, strategies and action plans through adapting them to the specific conditions of the region in water supply services.

The duties and responsibilities Zonal Water Mineral and Energy office are receive and examine the request of stakeholders and request from the district; by arranging the priority requests, request the budget and submit to the Zonal Administrative Council, for the study; prepare and submit budget plan for water supply studies purpose; study and design of water schemes which gives service to less than 15,000 population on deep well, shallow well and springs; study and design of rural WS of multi village; surveying the schemes; working the designs of this schemes; prepare and submit the last document; hire the contractor on which the project estimated by engineering more than one million Birr and less than five million Birr; evaluate and approved the design proposal submitted by others; provide technical support, supervising, monitoring and evaluation to *district* Water Offices and urban Water Supply Offices; responsible for coordinating activities, uniting plans and reports of *districts* and communicating requests from RWMEB and/or *district* WMEO. In general, ZWMEOs are the links between RWMEBs and *district* WMEOs and Urbun/Twon water supply office.

District Water, Mineral and Energy office in water supply service will undertake the following duties and responsibilities, receive the request of stakeholders; studies on schemes of spring on spot, hand dug well and shallow well which services one village/ community; designs of this schemes; report study document; responsible for the investigation, design and implementation of small-scale water supply schemes; submit the plan to *district* Administration for request budget; hire the contractor on which the project estimated less than one million Birr which under the mandate of the *district*; are responsible for providing technical support to Town Water Supply Offices. Perform minor

maintenances through technical support and training of personnel through assistance from RWMEB and ZWMEO.

Urban Water Supply Office have the duties and responsibilities for Water management in their jurisdiction, collect water service fee, new water pipe line and serving in water meter, Perform minor maintenances through technical and financial support of ZWMEO and RWMEB .

According to The Regulation⁴, the duties and responsibilities of the Regional Bureau, Zonal Office and *district* vary according to the types of water supply. In this regard there are six water supply types; deep well, spring motorized, shallow well, spring gravity, spring on spot and hand dug well. Of this the regional Bureau of water, mineral and Energy takes the responsibility over deep well and spring motorized; because of it is beyond the capacity of the *district* and cross two or more districts. The other two type shallow well and spring gravity are under the responsibility of Zonal Water, Mineral and Energy Office, while the relatively less cost and that requires lesser skill profession are spring on spot and hand dug well, and this can be carried out by the DWMEO.

As the regulation of Oromia National regional State of Water Supply Bureau, structure and responsibilities of Regional, Zonal, District and Urban Water Supply Office, June, 2002 the Regional BWMEO provides technical and financial supports to the *district* water supply service. The Bureau has the power to supervise and monitor district water supply provisions.

⁴ Oromia National regional State of Water Supply Bureau, structure and responsibilities of Regional, Zonal, District and Urban Water Supply Office, June, 2002

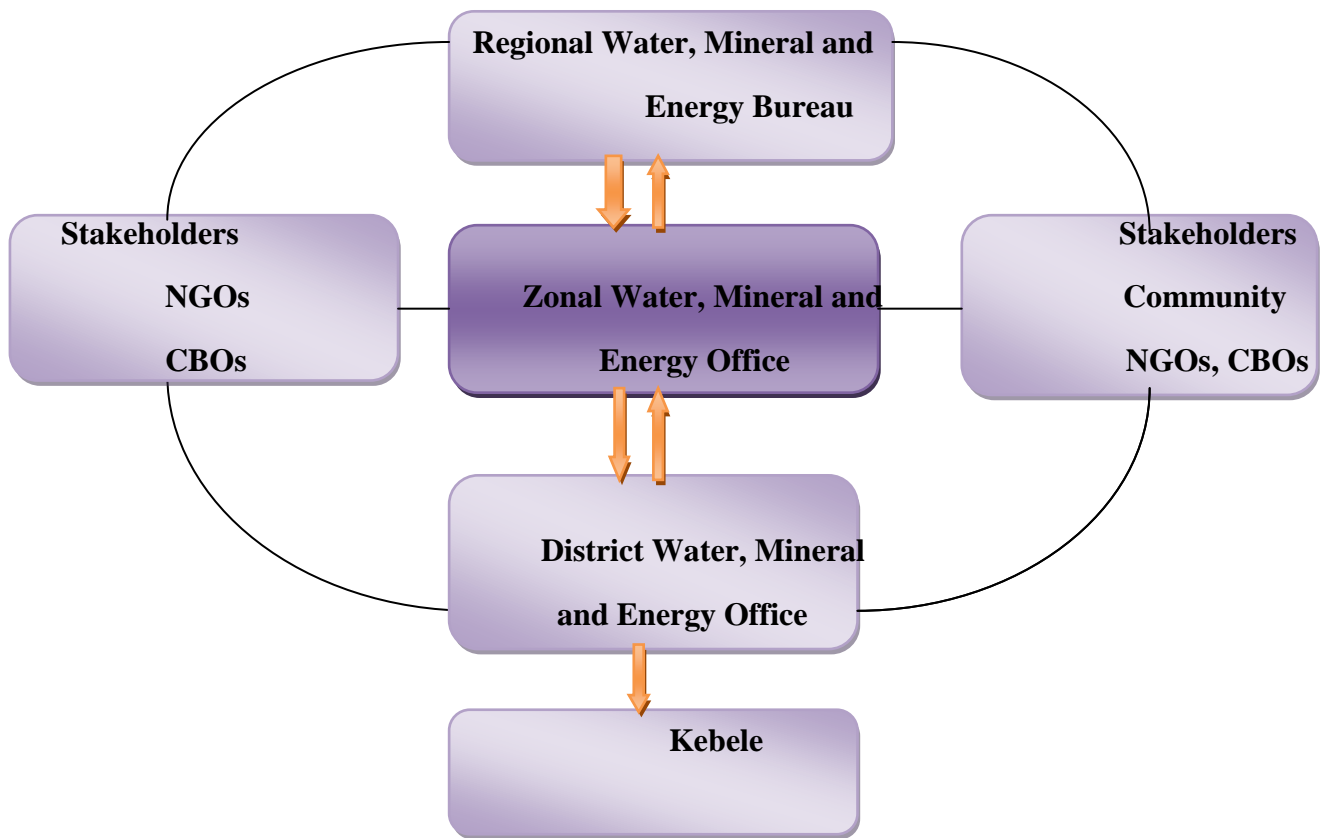


Figure 3: - financial and institutional linkages for decentralized water supply service (researcher construction)

Based on figure 3 above, the roles, duties and responsibilities they have all the three, Bureau, Zone and District level administration units have a stake in the provision water supply in Chalia *district*. According to the information obtained from respondents⁵ in interviews and focus group discussions pointed out that the experts of Zonal and Regional rarely gives technical supports for Chalia DWMEO. Budget, logistic and qualified experts are at ZWMEO and RWMEB. Contrary the activities that they need to perform are at the *district* level. This has significantly hindered the responses of DWMEO to the distribution of potable water in Chalia. As respondents⁶ of district WMEO said, some of the project constructed by Zonal office and Regional Bureau, stayed fore along time without services. For instance, at Jarso Dire Gada kebele site and Walkituma Tulu Maraa kebele site stayed for 9 years and for 4 years without giving services respectively. **This is because of sectoral line coordination and *district* little influence on the Zonal/Bureau.** When a given project is set by Zonal office or Regional Bureau in the *district*, the *district* is mandated to supervise the project which is constructed in the district. But there is lack of clear mechanism conducting effective supervision because of lack of logistics and finance for doing so. Due to this problem the project of water schemes lagging and stayed for a long time without giving services.

⁵ Ato Begna Urgesa (expert of plan and budget) and Ato Bekuma Abdisa(head) of DWMEO and concerned sectors FGD informants

⁶ Ato Begna Urgesa (expert of plan and budget) and Ato Bekuma Abdisa(head) of DWMEO

As Litvack (1998) justify that

decentralization on the grounds of allocative efficiency. The reason is that decisions about public expenditure that are taken by a level of government closer, and more responsive to a local constituency are more likely to reflect the demand for local services than similar decisions taken by a remote central government. Accordingly, if the population and the government office closer, community have got the chance for consultation to bring effective public services delivery.

Therefore, to facilitate public service delivery in general water supply service in particular, it needs good coordination of the RWMEB, ZWMEO and DWMEO and the *district* needs sufficient amount budget and logistics.

4.2 Duties and Responsibilities of the District in public Service Delivery

The Oromia National Regional State Revised Constitution of 2001 established *district administrations* with necessary legal, institutional and financial powers. This was aimed at making them effective and efficient institutions of local government for democratic governance and economic development. The constitution also provides for direct election of *district and kebele* administrations (the council) by local people and also recognizes *district and kebele* institutions as institutions closer to the people (ONRS constitution 2001, Art. 91).

Article 79-89 of the Oromia National Regional State constitution defined the power, duties and responsibilities of *district administration* and empowered them to approve *district social* service delivery, economic development, and administrative plans and programs. Accordingly, like any other *districts* in the country in general and the *districts* in the region in particular, the *district* is empowered to undertake the following duties and responsibilities. These includes, among others: Preparation and approval of annual *district* development plans and budgets; Collecting local taxes and levies, administering fiscal resources available to the *district*; and Constructing and monitoring low-grade rural tracks, water points and *district* level infrastructure (offices, houses), managing agricultural development activities and protecting natural resources from irrational use and reduction.

Hence the *district enjoys* substantial authority of decision-making on social and economic development plans, local revenue generation and expenditure (ONRS constitution, Art. 79: 2 (g and h) and Art. 85:1 (e)). Accordingly, the *district council* approves plans and programs with regard to economic development and social and administrative services in the *district*. It also oversees the activities of different sector offices and creates favorable environment for

mobilizing and activating the populace for development activities, and plays the role of coordination among different stakeholders.

The District *is* responsible for supervision, coordination and implementation of education services, health services, agricultural services, rural roads, water supply and sanitation, rural transport services, justice, information etc within its jurisdiction. Regarding water supply service, the mandate of the *district is* to **develop springs on spot, hand dug wells** and perform minor maintenances through technical support and training of personnel through assistance from regional and zonal water offices.

To effectively discharge its responsibilities and promote service delivery and enhance local development, the council of the *district*, like other *districts* in the region and the country, has been empowered to ensure the proper collection of taxes from land use, agricultural products, and levy and collect sales taxes and other taxes as determined by law as own revenue and utilize the same on the basis of approved plans and budget lines, (Oromia National Regional State, constitution of 2001, Revised Constitution article 79: 2 (g and h). For narrowing any expenditure gap that may surface due to low revenue capacity the *district* is also entitled to receive regional transfers in the form of block grants since 2002. The grant is aimed at offsetting the budgetary constraints in financing *district expenditure* needs. Therefore, the *district council* makes budgetary decisions on the block grant it receives from the regional government and on *district own* revenue.

The *district also* exercises authority to hire and fire its employees. All public offices in the region were given equal responsibility and accountability in personnel administration through proclamation No. 61/94. According to this Proclamation public offices in the region including *district public* offices are empowered in this regard except in the case of studying and approving of organizational structures. The Regional Civil Service Bureau conducts inspection activities on the exercise of the powers given to them (Oromia National Regional State Proclamation No. 61/94, 1994).

4.2.1 General Overview of the District Public Service Delivery Structures

In discharging its duties and responsibilities in public service delivery in an efficient, effective and responsive manner, the *district is* structured and organized with its own manpower since 2001. The *district's* public service delivery involves different public sectors and community structures in the *district*, and other actors outside the *district*. The main stakeholders in the

delivery of public services at the district are the community at large. Other stakeholders include regional and zonal bodies, private organizations, and sectoral offices at the *district level*. Regional and zonal authorities involve in the *district* public service delivery through providing different guidelines and supports. Concerned regional and zonal sector offices provide general guidelines and technical support to *district sector* offices. Particularly zonal bodies have direct contacts with *district sector* offices and the *district administration* through provision of general guidelines and technical supports and reporting (Regulation of Oromia National regional State of Water Supply Bureau, June, 2002).

Public service delivery in the *district* has been structured at two levels like in any other *district* in the country. The first level, which is structured at the *district capital*, includes higher administrative bodies of the *district* and public service institutions that include different sector offices. At the lower level, there are *kebele* administrations and *district* public sector office branches.

The Oromia Regional State recognizes four tiers of governance structure in the region comprising Regional, Zonal, *District* and Kebeles (ONRS Constitution 2001, Art.45). The lowest tier is the *kebele* administration. At each unit of administration in the region there are three organs namely the council, the executive committee and the judicial branch. The council, which is constituted by members of elected representatives from each *district*, is the highest organ of the regional government. The executive organ includes some sector Bureau heads and is led by the regional president.

In a similar fashion *district* structures also include these three organs. The highest administrative organ of the *district* is the *district* council that is directly elected by the *district* community through periodic elections and constitutionally accountable to the electorate. The *district* executive organ is composed of *district* administrator, *district* deputy administrator and key public service offices. It is formed with functional representation from key public sector offices. The *district* court is under the regional judicial apparatus and is not directly responsible to the *district* administration (ONRS constitution 2001, Art. 65).

At lower level, there is the *kebeles* administration. In the *district* under study there are 24 *kebeles* (21 rural *kebeles* and 3 urban *kebeles*). The respective community in each *kebele* elects *kebele* council and the chairman and his deputy. There are also social courts and security organs. Though *kebele* administration does not enjoy a wide range of constitutional power as the regions and *districts* they undertake day-to-day administration activities in their respective areas. The

main duties of the *kebele* include ensuring collection of taxes, mobilizing communities for development activities in terms of labor and material contributions, and resolving conflicts through social courts and maintaining security through *kebele* security organs.

Under *kebele* level people are grouped into *gares* (teams) and *gotes* (sub-kebeles) these are not legally instituted structures and are not recognized officially. *Gare* is a group comprising households or a task force (team) while *gote* is comprised of representatives of each *gare* designated as a *sub-kebele*. Therefore, at team level community issues are discussed while at *gotes* level issues presented by different teams are discussed and finally communicated to *kebele* administrations.

To undertake wider economic and political responsibilities and to provide public services on locally identified and determined priorities, different public sector offices are organized under the *district council*. Public service delivery organizations in the *district* include different sector offices: Finance and Economic Development, Agriculture, Education, Health, Community Organization, Security & Justice, Water Supply and Rural Road have branches at *kebele* level. Sector offices such as education, health, water supply and rural roads have direct contacts with the community and have downward accountability to the community and upward accountability through regular reporting to the *district* administration and respective offices found at the zonal level. These sector offices also have downward contacts with their branches at *kebele* level and play significant role in coordinating and bring out the participation of grassroots communities. Some sectors use their branches or make direct contacts with the community in public service delivery.

In Water supply; Water, Mineral and Energy offices coordinate the services they provide mainly through direct contacts with *kebele* administrations and the community and water supply committee in the *kebele*. While other office coordinates and delivers mainly extension services and makes contacts with communities at grassroots level through its development agents. Currently, 28 development agents are providing services in the *district*⁷.

As the respondent⁸ said, the structure of different sector offices has followed similar arrangements at regional and zonal levels with the exception of some modifications in restructuring or reorganizing the service of support staff in a pool system. To reduce the problem created due to scarcity of manpower and to reduce the amount of expenditure for salaries and to

⁷ Chalia District Finance and Economic Development office 2015.

⁸ Ato Lachisa Abdisa vice head of District Finance and Economic Development office

create better coordination for public service delivery, offices in the *district* were structured in a way that administrative and financial services are provided under a pool system so that few employees will provide required services. The pool system is as explained by concerned officials is a locally designed system or arrangement introduced to deploy staff at *district* level and to reduce the cost of decentralization and improve efficiency. Accordingly, administrative service is provided in two pools and one single system while financial and audit and inspection service is provided only under one pool system. The first pool for administrative service is located under the *district administration* office while the second is located under the civil service office. All administrative matters related with personnel administration is handled by these offices and all the *district* offices get services from the two offices and they do not have their own administrative section except the office for finance and economic development, which has its own administrative section. All of the offices in the *district* also get financial, audit and inspection and procurement services under Finance and Economic Development Office. The office deals with day-to-day activities of financial expenditure and manages this activity for each public office in the *district* and each office makes only payment requests as per its approved budget and settles its accounts with the office. Therefore both personnel administration and financial activities are not dealt by all offices contrary to the structures before decentralization. Though there are lots of complaints as to the efficiency and convenience of the pool system for the activities of different offices in the *district*, the system has to some extent minimized the problem of coordination and manpower particularly in the area of administrative and financial staff.

The *District Administration* Office and the Office of Finance and Economic Development are the main institutions that play coordination role. The *district* administration has overall responsibility for coordination while coordination of specific sector activities lies under the responsibility of each sector office. The *district* Finance and Economic Development office has the responsibility to coordinate public services through planning and budgeting mechanism. The office is established to play an important role with a responsibility for coordination and integration of various office plans and matching these plans with the available budget. Its main role includes collection of revenue, planning and budgeting, financing, and inspection and auditing. With the involvement of different sector offices and community structures, this office is responsible for coordination and participation of stakeholders in planning and budgeting

processes. The office is also the main link between regional and zonal institutions on one hand and among the *district* institutions on the other through reporting mechanism.

Among public service organizations in the *district* this study focuses on the offices dealing with water supply services. These services play significant role in life and are also considered as basic services at all level. In view of this, the offices were structured in line with their respective duties and responsibilities at *district* level. Water supply offices are among the newly established ones after decentralization. Before decentralization, water supply services have been provided under the zonal water department offices. At *district* level water supply service was through the water supply schemes in the *district* before decentralization.

According to respondents⁹ of Chalia District Water, Mineral and Energy office, before decentralization there are only 3 schemes, but after decentralization, water supply services came under the responsibility of the *district*. Source of potable water supply in the *District* is 182 schemes 2014/15, which includes schemes providing services spring on spot, deep well, Hand dug well, shallow well, spring motorized and spring gravity, those with distribution line with the help of pump and gravity. Among 182 schemes, 24 schemes stopped services, 12 of them are maintainable and 12 of them are non-maintainable. Most of the *district*, particularly the most highland areas are rich in spring water while the other parts are with scarce water resources. People in this scarce areas travel long distance to fetch water.

4.4 The Performance in Water Supply Service Delivery

In this part the raw data of quantitative figures and qualitative facts is presented according to the themes developed during the data collections and analysis. It reflects the content analysis of the study participants' accounts of their perceptions on the role of decentralization on water supply service delivery. Some of the responses which the researchers felt were exemplars of the typical conditions on the interrelationship among decentralization and service delivery have been replicated in the text. Lastly a summary of the key findings will be presented.

This section evaluates the performance of water supply services as a measure for the performance of decentralization service delivery in the *district*. Access to water in the *district* varies from access to piped water to utilization of unprotected water sources like springs and rivers. There are a total of 182 water supply schemes (urban and rural schemes) in the *district* as indicated in table 1.

⁹ Interview with Ato Begna Urgesa (expert of plan and budget) and Ato Bekuma Abdisa(head) of DWMEO

Table 1:- Performance of District Water Supply Services

	project number/ number of schemes	number of beneficiaries	total number of population	Total coverage for the the District
Rural	180	96,693	163,333	59.2%
Urban	2	20,741	33,454	62%
Urban and Rural	182	117,434	196,787	59.8%

Source: - Own computation on the basis of data provided from the Central Statistical Authority-CSA (20014/15), and District Water, Mineral and Energy office

The largest water supply scheme in the *district* is the water supply scheme located in the *district* capital Gedo and Babbich 01 kebele with estimated number of about 20,741(62%) beneficiaries. Other water supply schemes are located in other small villages of the *district* and in rural areas. From the total of 182 schemes mentioned above 2 of them are found in the *district* capital Gedo and Babbich 01 kebele. The remaining 180 schemes are found in rural areas and together serve 96,693(59.2%) people. Hence, the majority of the populations benefiting from clean water supply are those in urban areas. On the basis of this estimate from the total number of the *district* population, only 117,434 (59.7%) are benefiting from clean water supply while the remaining has no access to clean water.

Table 2: - Types of water schemes in the district

Types of Schemes	Schemes in number
Spring on spot	93
Hand dug well	72
Spring gravity	6
Spring motorized	1
Shallow well	7
Deep well	2
Sum	182

Source: - Chalia District Water, Mineral and Energy office

Decentralization brings about higher efficiency and better accountability in service delivery. It is also viewed as an effective way of bringing the decision-making process closer to the people, which enable the people to directly participate in their own development. From table 2 the spring on spot and hand dug well are 93 and 72 in number respectively this shows that most of population in the *district* beneficiaries from it ,that are the mandate of DWMEO.

Table 3:- the sample kebeles of Chalia *district*

Kebele	Project number	Beneficiaries	Total population	Coverage in%
Walkituma Tulu Mara	11	5247	7801	67%
Racho	3	860	1546	55.6%
Shano Agalo	7	1807	3768	48%
Liban Gamo	7	1679	5030	33.4%
Haro Maram	3	605	4652	13%
Babich 01 Gedo 01 and Gedo 02	2	15088	24336	62%

Source: - Chalia District Water, Mineral and Energy office

Community participation is one of the domains of community capacity building. The role of citizens and communities is expressed through three main venues: direct financial or in kind contributions toward the establishment or maintenance of a facility, management of the financial and citizen voice in the local Kebele and *district* councils, to balance the local executive political leadership and service providers are accountable to the community (Jeilu, 2009). According to

respondents¹⁰, the sample kebeles the community participated in the construction of water schemes in the *district* by direct financing, labor and material support like stone and gravel. For instance in Shano Hagalo kebele the scheme of spring on spot (Haro fi Meta site) which cost 53,000 Birr, the community participates 30% of the cost. And also Dugda Adi, Shanbako and Dao sites of spring on spot in this kebele the community participation was 30%. In Haro Maram kebele Bola and Gangalcha site; in Walkituma Tulu Mara kebele Laga Koricha, Tulu Kumbo and Kakaki sites; in Racho kebele Xibil and Sonbo sites, in Liban Gamo kebele Abdari, Awaro and Surata sites of spring on spot constructed by 30% of community participation. Similarly, in Hale Hula Dhaba kebele Hune site; in Goda Waliye kebele Laga Muzi site; in Tulu Bajo kebele Burkitu and Borale sites, the community participate by 75% by initiation of themselves. **Why?** The WS converge of the district is about is 59.8%, of this the coverage of Walkituma Tulu Mara kebele (Table 3) 67%, due to commitment of the kebele administration and WS committee which greater than the district average. The Haro Maram kebele is the lowest WS coverage of the sample kebeles and from the rest district kebeles due to topography of the land, lack of spring water and lack of underground water in the area.

World Bank (1997) notes participation as it is a process through which stakeholders influence and share control over development initiatives and the decision and resources which affect them. It is the process whereby all those with an interest play an active role in decision making, and in consequent activities which affect them.

Table 4: - The district level enhancing the capacity and participation of the community for WS service delivery

Activities	Very low	Low	Fairly	High	Very high
The district level enhancing the capacity and participation of the community for WS service delivery	14.3%	18.1%	27.5%	33.7%	6.4%
Key respondents (160 respondents)	23	29	44	54	10

Source: - key informants through questionnaire (2015)

With pertaining to table 4, the question about the degree of district level programs aimed to enhance the capacity and participation of the community for water supply service delivery, among participants of the study reported as (14.3%) very low ,

¹⁰ Interviewing of Ato Begna Urgesa experts of plan and budget and Ato Alemayo Fikadu expert of community participation

(18.1%) low , (27.5%) fair , (33.7%) high and (6.3%) very high. From this findings we can conclude that though there is a little bit presence of community participation, many interventions are need to be addressed in order to incline participation of the community.

4.4. 2 Efficiency and Responsiveness implication

One of the objectives of decentralization is to foster greater responsiveness of the government to the will and interests of citizens by placing services closer to the people. It involvement of large groups of local organizations through decentralization with options offered to citizens through lower transaction costs (particularly information costs) and better services (Turner & Hulme, 1997). Responsiveness in the context of this study refers to the degree to which water service providing agencies take actions to correct the problems clients struggle with and satisfy their demands. In the water supply service delivery in Chalia *district*, the key informants stated that lack of customer oriented behavioral change among employees and officials of the agencies is one of the most serious constraints the agencies face. The increasing political space for popular participation and the growing awareness of the people about their rights have transformed service delivery from supply to demand driven. However, results of the key informants shown on table 5 that, **exercising authorities and responsibilities assigned to the district office for decentralized water supply service delivery**, among participants of the study (21.3%) very low , (45.6%) low , (23.8%) fair and (9.3%) very high responded respectively. From this finding we can summarize that exercising authorities and responsibilities assigned to the district office for decentralized water supply service delivery in this district is very poor. Hence water supply service delivery office of this district is suggested to exercise their power effectively which in turn increase their potential to deliver water supply for this district dwellers effectively.

Table 5:- Responsiveness and accountability of the water supply agencies to customers' demands

Activities	Very low	Low	Fairly	High	Very high
Exercising authorities and responsibilities assigned to the district office for decentralized water supply service delivery	21.3%	45.6%	23.8%	-	9.3%
Respondents for responsibility (160 individuals)	34	73	38	-	15
The accountability of DWMEO and UWSO water supply service in the district	31.3%	60%	7.5%	-	1.2%
Respondents for accountability (160 individuals)	50	96	12	-	2

source; - key respondents through questionnaire (2015)

4.4.3 Accountability implications

One of the aims of decentralization is means of increasing accountability for service delivery. Accountability is a broad and complex concept involving two or more actors in view of service delivery (Turner and Hulme, 1997:122-1260). Meheret, (1998:5) & Turner & Hulme, (1997:157) also argue that accountability is enhanced because local representatives are more accessible to the populace and can thus be held more closely accountable for their policies and outcomes than distant authorities at central level. Physical proximity also makes it easy to make local officials accountable for their performances. In most of the cases, DWMEO and UWSO try to ensure accountability by seeking periodic reports about resource utilization and performance against planned activities. However, the key respondents were asked to indicate whether they know the accountability performance the water supply services in the district as indicated in the table 5, question regarding about The accountability of DWMEO and UWSO water supply service in the district among participants of the study responded as (31.3%) very low and (60%) low. From this result we can infer that, the accountability of water supply service in the district very low.

One of the respondents of FGD held at DWMEO¹¹:

¹¹ Ato Yilma Garoma Chairman of Walkituma Tulu Mara Kebele

“The Shallow well water source project constructed at the Walkituma Tulu Mara site by the ZWMEO stayed without giving service for four years and still has not delivery services. When I ask District Administration, DWMEO and ZWMEO for the solution in case, the contractor how has signed as agreement for the project often leaves the project because of crediting it. The officials would say that this situation resulted in further budgeting he said”. Besides the community should notify these he has ceased it.

Similarly, the key informant¹² mobilized for the purpose state system at Jarso Dire Gada project kebele said:

“The project of Jarso Dirre Gada site stayed for nine years without giving services. When contractor bring the pipe for the construction of the line, as soon as the payment occurred from the Zone, after some days the contractor took the pipe. When the community asks the contractor why he took the pipe, the pipe is note standardized, so I will change it he said and did not come again. When the district reporting the problem, the person who prepare the payment certificate leave the position and employed in NGOs they said. And also the project was studied with the motor fuel as source of energy which costs 600, 000 Birr, but it studied electric as source of energy, it did not cost more than 300,000 Birr, because of the electric line pass around the project he said”

This shows that the project constructed by RWMEB and ZWMEO has less accountability than constructed by DWMRO, because of distant providers is difficult to discuss and find the solution.

4.4.4 Performance of water supply projects

As concerned sector FGD discussions, despite some general improvements in public service delivery in Water Supply in the *district* after decentralization, there is no proportionate progress water supply service in the *district*. The roles of different actors and constraints encountered have also contributed to less performance and variations among the performance of agencies engaged in public service delivery.

In water supply sectors existing data of table 6 indicates that, the improvement is not that much significant comparing with supra-district. The water supply coverage for the *district* shows some

¹² Ato Begna Urgesa expert of plan and budget of DWMEO

improvements after decentralization, but this improvement has not been satisfactory due to the constraints listed in *district* decentralization. Even though there are some inputs from the *district* communities in terms of labor and finance, the schemes constructed after decentralization were undertaken by the regional water bureau and zonal water department. The water supply in the *district* capital was constructed by the regional water Bureau and is still run under the financial and technical assistance from the zonal water department and self help from their income and with no direct input from both the *district* water office and *district* administration. One scheme of Deep Well, in other small town (Babbich) is constructed by Catholic Church also has no support from both the *district* water office and *district* administration. The other 180 rural water supply schemes that began providing services in the decentralization years were constructed by the Rural Water Sanitation and Hygiene (R-WaSH) and District budget with labor and financial contribution from the respective community in each sit¹³.

Though the water supply coverage of the *district* has shown some improvement due to this contribution in the years of decentralization, the coverage is still the lowest compared to national and Oromia coverage as indicated in table 6.

Table 6:- Water Supply Coverage at National, Oromia, West Shoa Zone and Chalia District Levels

Level of government	water coverage in percent
National	82.24
Oromia	81.5
West shoa zone	81.05
chalia district	59.7

Source: - The *Ethiopia Prime Ministry, Hayilemaram Desalegn, 6 months Report of 5 Feb. 2015, OWMEB, West Shoa ZWMEO, Chalia DWMEO and own computation*

Despite this lowest coverage the performance of water supply activity by the *district* water supply office in decentralized *district* is one of the lowest compared to other district services in the *zone*. During the post decentralization period no water supply activity has been performed by the *district* office. Most of the existing schemes were constructed under institutions outside the

¹³ Interviewing Ato Begna Urgesa expert of plan and budget of Chalia DWMEO.

district office. Even though the office is one of the new offices established following decentralization and has lots of constraints; so far some involvements has been registered in terms of better performance in the field of water supply. Hence the contribution or benefits of decentralization to the *district* through this office is has challenges still.

Access to clean water supply has relatively improved due to construction of the water supply in the *district* capital and other small schemes in rural areas by other institutions outside the *district* office. However, the majority of the *district* population has no access to clean water. The above estimate of water coverage in the *district* shows that from the total population of the *district* only 59.8% have access to clean water while the remaining use unprotected springs and rivers as sources. Compared to the national regional and Zonal coverage, the coverage of the *district* is also very low. The population those who have said got clean water are in shift within three or more day, especially in District capital Gedo and other small Tawn Babich. Though the *district* coverage has shown some improvements, it should have brought significant improvement should the office have performed in terms of increasing the number of schemes and expansion of existing schemes. Due to lack of additionally constructed schemes and lack of expansion in the existing schemes, the coverage of the *district* is expected to decrease in ratio with increase in the number of population and some of the existing schemes are finishing their design period.

When we see this sector of water supply services is considered in general, there are some general improvements after decentralization on the basis of average performance. However, when the input of the sector outside the *district* compared with Regional, Zonal is considered with the own performance of the *district* and the pace at which public service delivery has been performing before decentralization is considered the overall performance is expected to be lower than what has been observed in the performance of the other *district* in the public services. This may be due to low efficiency of the *district* and due to different constraints.

4. 5 Local Institutions: Duties and Responsibilities and Sectoral Cooperation (Supra District and District).

4.5.1 Institutional process

Sustainable operation and management of any water supply system can be achieved if appropriate organizational structures and cooperation systems are properly put in place. That is why water supply services in Ethiopia are organized having different organizational Administrative structures (FDRE Constitution Art. 50 (1 and 2)). Similarly, the (ONRS constitution, Art. 45), indicates different level of administrative structures government. This

different level of government organizations needs cooperation to facilitate decentralized WS. According to the guideline¹⁴, the DWMEO executive organs of governments are accountable to ZWMEO in sectoral lines and the accountability exercising through reporting, evaluation and monitoring. Reporting includes: human power, water schemes, accessibility of potable water, types of water schemes, and logistics; plan and budget which approved by district council. And also the DWMEO gives technical support for UWSO and training of kebeles WS committee and receive reports from kebele WS committee and supervising, monitoring, evaluating and managing WS sources in its jurisdiction, but UWSO is accountable to ZWMEO directly. At ZWMEO level the executive are accountable to RWMEB in sectoral line and reporting: human power, water schemes, access of potable water, types of water schemes, logistics, plan and budget; organizing the information in its jurisdiction about WS to the RWMEB and gives feed back to DWMEOs in the zone. Similarly, RWMEB organize all information in the Region and gives feed back to the sectoral line offices; gives training on capacity building of the Zonal and *districts*. Although there were different cooperation systems in sectoral line of WS, there were challenges in implications system.

Even though judging the depth and breadth of all institutions in sectoral line and their sub-systems is very difficult within the scope of this study alone, it seems, getting rid of elements of an old system, formal and informal is not an easy task. It is quite natural that a new system always born and grows in an old one, and the old persists within the new for some time. It shows that, institutions once established and internalized, it is always very difficult to fall over them from the root at once.

The participant¹⁵ from the zonal Water, Mineral and Energy Office has said that:

“The improvement of institutions should follow a well designed path. But only by changing the structures or by putting together excessive material and human power one cannot form a sustainable institution. They should be built both from inside (commitment, knowledge and skill) and from outside (the means, facilities and working environment). This process requires reasonable amount of time and when we evaluate the status of the water supply related institutions in cooperation system, I can say that it is on its beginning stage with fragile commitments and

¹⁴ Oromia National regional State of Water Supply Bureau, structure and responsibilities of Regional, Zonal, District and Urban Water Supply Office, June, 2002,

¹⁵ Interviewing Ato Adugna Wadejo expert of plan and budget of Zonal water, Mineral and Energy Office

performances. Thus, it needs not only restructuring the existing organizational design, but also needs on working to assure communality of understanding about institutional goals among employees, maintaining suitable institutional interaction among different stakeholders, possessing the required manpower and other essential resources, promoting the principle of flexibility while handling internal and external matters and above all considering the interest of the community as well as using community resources.”

As a result, the institutional process is lengthy process that shows the interaction among different actors and the socio-ecological make up of a given community. The establishment of organizational and institutional arrangements that responds to the pressing needs of the community (water supply related demand in this regard) usually requires to pass through different changes and better to be designed that results a progressive positive results. The institutional stability is maintained when the personal goals and interests are replaced by institutional and organizational one (goals and interests which exist independently from personal influences). Thus, the water supply sector needs to establish its institutional gens by including the comprehensive elements which enables it to maintain its matured existence in a way that protects its institutional legacies and provides appropriate services for community members who are in a need of it.

4. 5.2 Planning practice in the district

All sectoral levels of the government structure of ONRS have its contributions in the processes planning of Water projects. The initiation may start from the community, the sectoral and polices and strategy of the country. The **RWMEO studies large water systems and which pass through two or more district and which gives services to more than 15,000 populations. The ZWMEO study and design of water schemes which gives service to less than 15, 000 population on deep well, shallow well and springs; study and design of rural WS of multi village. DWMEO studies on schemes of spring on spot, hand dug well and shallow well which services one village/ community; designs of this schemes.**

In the Chalia district, several attempts have been made to make these planning efforts top to bottom and bottom-top as well. But still it has challenges in participating stokeholders.

This is further illustrated by the participant¹⁶ of the study from DWMEO understated that:

¹⁶ Ato Begna Urgesa expert of plan and budget of DWMEO.

In most cases the planning and the budgeting system is depends on sectoral defender will bening of DFEDO. I can say that the planning practice and budgeting is personal, rather than institutional and priority needs of the the sector. And also the major stakeholder and the owner of the service which is the community are not actively participating in the planning sessions. In some sectors, Kebeles and Woredas, they may not even get information about the assigned budget. ”

From this we can infer that, communities participation in planning, sectoral line cooperation activities of water supply service in this district is not enough / poor

4.5.3 The Water Board

According to the guideline¹⁷ he Needs for Board Management for Town Water Supply Services are, to overcome the problems caused by the centralized management system (Poor administration, Poor financial operating system); Lack of skilled manpower; to devolving Management; endowing Autonomy i.e. financial and management autonomy with the view to achieve full cost recovery to ensure their sustainability; promotion of Stakeholder participation to facilitate decentralized water supply services.

The main role of decentralization of public service delivery in general and water supply services in particular is to increase. Accordingly, to increases responsiveness and accountability the guidelines¹⁸ of water boarded states that, the major roles and functions of Town Water Boards in the town water supply are: to organize the utility and direct its activities; to examine and approve short, medium, and long term work plans and the budget of the Utility, follow-up and control its practical implementation, evaluate periodically its performances; to submit and have it approved the investment budget, follow-up and control its implementation; to assign Head of the WSSS and discharge him for loss of confidence; to examine and decide over requests of various allowances and benefits; to examine and reviewed water tariff; forward same for decision to the organ of its accountability. Upon approval follow-up its practical implementation; to put in place a system of finance and property control, follow-up its implementation and pass appropriate

¹⁷ that Federal Democratic Republic of Ethiopia, Ministry of Water and Energy national guideline organization set up for Urban Water Supply & Sewerage Services (WSSS) Addis Ababa march ,2013

¹⁸ ibid

decisions on audit report submitted to it by the Utility; to submit performance report periodically to the organ of its accountability.

According to the proclamation¹⁹ the board shall be established by the administrator of the town as deemed necessary. The board shall consist of the following members who are appointed by the administrator of the town: -

Representative of the city administration office... (Chair person)

One person from DWMEO (member)

One person from health office (member)

One person from Women Affairs office (member)

One person from Finance & Economic Development office of the town (member)

One person from the branch office of EEPKO in the town (member)

One person from education office (member)

Two persons from customers of the Water Supply Enterprise (members)

The Manager of the Enterprise shall be a non- voting participant in the Board

The Enterprise shall be accountable to the board according to this proclamation.

Some of duties and responsibilities of Town Water Board(TWB) members are to:- closely monitor the relationship between the TWSSS and its customers; report to the board any complaints reported by beneficiaries or other problems observed in the systems; When necessary, members shall advise the chairperson to call meetings to discuss the issues; makes sure that decisions made by the board are implemented properly and timely; assign the manager, issue directives and procedures of work for the WSSS, reviews and approves capital projects, budgets, short and long-term plans;determine salaries, wages benefits, and define terms and conditions of employment are som of the duties and responsibilities if the the TWB.

In general, the institutional structures, functional arrangements, responsibilities, duties and performance of decentralized water supply services in Chalia *district* are assessed in this chapter. Hierarchical structure, sectoral line cooperation systems and institutional linkage of Regional Water, Mineral and Energy Bureau, zonal, Water, Mineral and Energy Office, District Water, Mineral and Energy Office and Urban Water Supply offices are reviewed. It assess how affects decentralized public service delivery particularly decentralized water supply service delivery as well as assess the availability of manpower, the existence of institutions,

¹⁹ Oromia National Regional State previous proclamation (No. 78/2004/Article 7)

availability of adequate finance and level of community participation to carry out *district* decentralized water supply service delivery in the Chalia *district*.

CHAPTER FIVE

5. Factors Affecting Decentralized Water Supply Service Delivery in Chalia District

This chapter deals with factors which affecting decentralized water supply service deliver in the *district* .Despite the fact that, there are lots of improvements in providing public services in the

district, there are still lots of constraints that undermine the efforts of the *district* decentralization in the decentralization period in water supply. The general problems mentioned by almost all of the respondents²⁰ revolve around weak coordination and participation particularly in terms of identifying local problems, prioritizing local needs, and constraints in budget, topography and manpower. The lack of potable water supply, mismatch of water supply and community increment, some of the water schemes takes a long time without giving services and deteriorating buildings of water schemes, the scarcity of spring water and underground water, were mentioned as problems associated status of water supply service in the district. Capacities of manpower and low budget allocation to water supply schemes are mentioned as factors significantly affecting the delivery of the services to the public. In terms of topography due to the geographical structure of the area and the slope of the land are factors affecting water supply services to the public.

5.1 Coordination and Participation in Planning and implementation of water projects

The basic aim of *district* level decentralization is to serve as a means of empowering local communities, developing democratization, and improving delivery of basic services. This process requires participation of different actors and coordination among them. Public service delivery also requires the participation of all those who directly or indirectly affected by the quantity and quality of services. One of the mechanisms for the involvement of different actors in public service delivery is through coordination and participation of different actors at the stages of problem identification, prioritization of needs, implementation and reporting, and planning and budget processes. In this view, there has been weak coordination and participation in identifying problems and prioritizing public services as observed from the planning processes in the *district*²¹.

Planning and budgeting is conducted at the level of sector offices and *kebele* offices. Sector offices and their branches involve in the *district* planning activities, which fall within their responsibility and implemented through government budget. *Kebele* plans include activities implemented through labor, and financial contribution of the community. As the mechanism for involvement of stakeholders, other sectors like education and health offices use their branches while water supply office has no branche at *kebele* level. After the office having prepared their

²⁰ Expert of Plan and budget of DWMEQ, Babbich water supply committee head, chairman of Walkituma Tulu Maraa Kebele , head of Gedo Town water supply service through interview etc..

²¹ Ato AynaBariyo Kantiba of Babbich Town

plan, the sector *plan* is sent to the *district* executive committee which discusses and recommends the annual plan and budget for approval by the council. After approval by the council, the annual plan and budget is put into effect by implementing institutions²².

Although, public services require government budget and community input in terms of labor and finance, the public services are related with sectoral issues and there is no reason to treat the plan of *kebele* and sectors independently. Neither *kebele* administration has sector office, as in the case of the *district* to implement plans for each sector. Most of the activities are implemented through coordination by sector offices²³. The problem lies in lack of coordination and integration of activities and this lack of coordination and integration in sector plans and *kebele* plans have its own impact in involving the community in prioritizing local services according to local needs. Therefore, service delivery in the *district* is characterized by weak coordination and integration and lack of significant input from the community.

Even though some consultations with the community particularly at the *kebele* levels take place, the consultation is not aimed at identifying the problems faced by communities and prioritizes them. Measures to improve the involvement of community members in planning and budgeting public service in water supply is not given much attention, involved in this study. Hence there is inter-sectoral issue in coordination and participation. Less focus has been given in the processes of planning and budgeting public services and progress in both performance and magnitude of decentralizing public services of the sector.

Community participation activity of the water supply service in the *district* whether they involve the community and what type of involvement is promoted in public service delivery. The respondents²⁴ have agreed that water supply services promote participation. Though it is difficult to assess the precise level, degree and quality of participation within the limited scope of this study, participation is restricted mainly to implementation stage²⁵. This takes place in the form of labor and financial contribution. Though the nature of work in water services call for increased community participation the degree and extent of decentralization in the sector is very poor in the *district*. There is commendable record and a lot has been said about community participation

²² Ato Begna Urgesa expert of plan and budget of DWME0

²³ Interview Ato Temesgen Lencho , Speaker of the the *district* council and Ato Lachisa Abdisa vice head of *District* Finance and Economic Development

²⁴ Ato Bekuma Abdisa Head of DWME0 and Ato Adamu Dinkisisa chairman of the *District*

²⁵ Respondents from Shano, Babbich, and Liban Gamo *kebeles* through interview and through FGDs.

with regard to water supply service in the district²⁶, but no achievement worthy of mention has been recorded in this area in the *district* due to less performance of the Water, Mineral and Energy office and Urban Water Supply office. Though there are lots of demands from the *district* community, no satisfaction has been observed at the *district* capital and local kebeles and the DWMEO and UWSO are the strongly commented in water supply among public service delivery in the *district* in responding to local needs.

In general it is possible to conclude that popular participation in the *district* is very limited and participation is confined to labor and financial contribution that no more than 5%. The DWMEO prepares its annual plan without assessment of required activities in consultation with the target groups. Plan is submitted for approval to the *district* administration through the Office of Finance and Economic Development. Participation of the community in problem identification and prioritization is rarely witnessed and the role of the community is limited to provision of labor material and materials during implementation.

One of the mechanisms in which the selected public services reach the community is through kebele structures. However, coordination at *kebele* level to enhance the participation of the community in public service delivery is weak due to lack of awareness and self employment, they give priority to their personal duty. Though *kebele* structures are organized as a means to reach people at grass roots level, there is no clearly institutionalized structure for coordination and participation of local communities in decisions concerning public service delivery. On one hand, the structure of *kebele* administrations is not staffed by fulltime personnel and most of the members of the *kebele* cabinet are self-employed. Secondly, though *kebeles* are organized under *gotes* and teams, almost all of them are not functional and not effective. Therefore, *kebele* plans are prepared by some members of *kebele* administrations mostly by the manager/chairperson. This takes place without involvement of the communities. At the same time, what is planned at *kebele* level is limited in scope and fails short of addressing the priority needs of the community. The role of *kebele* administrations itself is limited to community mobilization and reporting of performances as required by the *district* administration.

Due to lack of coordination and participation factors mentioned in this study the *district* administration is not responding to local needs and priorities. According to respondents, there is

²⁶ Interview Ato Adamu Dinqisisa Chairman of the District

a problem in addressing the priority needs of the community. The majority of the respondents²⁷ stated that water supply, The planning and performance documents of DWMEO also indicate the low attention given to the most priority needs of the community and that the interventions made so far is very low which confirms the unheeded priorities of communities. The respondents²⁸ claimed that particularly their demand for water supply is not addressed despite their repeated requests.

The water supply service provided in the *district* is planned by sector office, which is based on sectoral planning through expert decision at office level. The public services are normally decided and provided by civil servants who feel accountability to their respective institutions and to the *district* administration rather than to the public. The decision making process is still hierarchical in all the planning and budgeting processes. Community input or its role in planning and budgeting is very low or non-existent except making labor and financial contributions. Therefore, the role of the people in the *district* in the processes of decision-making and provision of public services thereof is **minimal**. Efforts at studying local conditions and flexibility of needs and considerations for local needs and priorities are constrained by lack of participation and lack of capacity, among others.

The service delivery role in the *district* is highly concentrated at the *district* level with limited role given to lower administrative tier the *kebeles* and the community at large²⁹. This problem could have been minimized if the *district* sector offices and the *district* Finance and Economic Development Office have been strong in their respective roles by way of inducing greater level of community participation.

Though the office for Finance and Economic Development is expected to play a crucial role in coordination of public services, the office simply matches the block grants from the region and the insufficient revenue generated locally with sectoral plans without making further assessments of priority areas in view of local needs. The office has been preoccupied with expenditure management and provision of the whole financial services to all the *district* offices. As a result, it lent less focus to the planning and budgeting component of its responsibility. The planning and budgeting section in the office is depends on the activity of defendant personnel rather than assessing sectors plan and priorities of the problem. Consequently the section is not dealing with

²⁷ Interview with Ato Mamush Abebe and with W/t Robe Soresa

²⁸ Interview with Ato Gamachu and Ato Ababa respondents of Gand Haromaram

²⁹ Oromia National Regional State of Oromia Water supply Bureau; Structure and duties of Region, Zone, District and UWSS (June, 2002)

planning and budgeting issues as its main activity and is mainly preoccupied with compiling what has been done by each sector offices to be presented for council decision. This made the planning and budgeting process predominantly a top-down activity dominated by the actions of sector offices. Neither the community nor the Finance and Economic Development Office and the *district* council have decisive role in deciding what has to be planned and how it should be prioritized. This is due to the fact that they lack major inputs and thus subordinated to sectoral plans.

5.2 Financial Constraints

Although the *district* has structured itself since decentralization in a way that it could provide public services, there is a great mismatch between its expenditure obligation and the financial resources it actually receives in the form of block grant and use of own revenue. District own revenue and regional block grant is still lagging behind the *district* expenditure requirement for provision of public services.

Table 7:- District Budget Based on Own Revenue and Block Grant

Year	own revenue		Percentage share of own revenue to total budget	budget transfer/ Block grant	percentage share of budget transfer/ block grant to total budget	Total budget
	planned collection	actual collection				
2008/09	2,444,173	3,106,896	20.2	12,885,285	79.8	15,329,458
2009/10	3,202,208	3,401,628	21.8	12,375,822	78.2	15,578,030
2010/11	3,253,646	4,125,112	18.8	18,635,293	81.2	21,888,939
2011/12	5,762,428	5,667,788	20.7	21,656,975	79.3	27,419,403
2012/13	7,003,936	7,456,489	22	26,910,225	78	33,914,161
2013/14	9,665,424	8,567,213	21	30,829,829	79	40,495,253
2014/15	11,208,025		22	39,643,064	78	50,851,089
Average			21		79	

Source: Chalia District Finance & Economic Development Office

As indicated in table 7 above, in the periods after decentralization from 2008/09 to 2014/15 generated revenue on average amounted to 18.8 % to 22% share of own revenue to total budget and almost similar in all years. From this it is possible to observe that the amount of revenue generated in decentralized *district* didn't show much increase within the given sample years.

There is no significant increase compared to the expenditure need of the *district* and the amount has been by far below the expenditure requirement of the *District*. The amount of contribution of locally generated revenue to the *district budget* has been on average 21 percent. These shows that, the district source of income is the block grant from the region.

The main reasons for such limited revenue base could be explained by different factors. According to the respondent³⁰ from Chalia district Finance and Economic Development Office, the source of revenue in the *district includes* agricultural income and land use tax and business income tax, and others. Among these, the major revenue source is agricultural income tax followed by other taxes. Since the *district is* lacking significant revenue originating from urban centers agricultural income and land use fees account for a major portion of revenue, which is not significant as such. The other reason for low revenue is lack of awareness, lack of interest to pay, lack of commercial crops and shortage of farm land due to the increment of population number impoverishing households. However, the basic reason that explains low level of revenue in the *district* as communicated by the respondents in the office of the District Finance and Economic Development is absence of appropriate assessment in local potentials and inadequacies associated with collection. The annual collection plan is prepared and sent by the regional authorities and the role of the *district* has been limited in meeting the target. The effort is limited to meeting the plan and no further effort is made on the part of the *district* to go above and beyond the plan. There is no assessment of revenue potential of the *district* and the difference among different payers as well as the number of those who do not pay.

Notwithstanding this, however, the expenditure need of the *district* has increased annually. The *district* budget has increased from 15,329,458 Birr in 1008/9 to 50,851,089 Birr in 2014/15³¹. With such an increase, the major portion of the *district* budget has been financed by the regional block grant. Despite the growing need for local development and public services, the *district* remained dependent on regionally transferred grants.

One of the objectives of decentralization is the need to reduce the dependence of local government on regional or national government transfers. However, the *district* is still heavily dependent on resources from the region, which has its own problem in prioritizing local needs. Even though the regional block grant is said to be transferred unconditionally, its allocation is

³⁰ Interview with Ato Lachisa Abdisa, vice Administrator of DFED

³¹ *Chalia District Finance and Economic Development office*

determined by the regional and zonal authorities through the checklists sent annually to the *district* administration for prioritizing local services. The checklists are a sort of guideline for prioritizing local needs, which may not comply with specific local, needs but determines the focus of the *district* in budget allocation with less flexibility to local conditions.

Besides, the main reason for low-level services could be explained more by the *District* budget allocation system that lacks equity. It is obvious that government institutions complain of scarcity of budget and its unfair allocation. Though the need for budgetary support is high due to scarcity of resources in the country, the problem of budget constraint in the *district* is not only about its scarcity but also be appropriate to modality of allocation. As it can be observed from table 8 below the distribution of budget in the budget year 2008/09 is 1.72% increased to 2.61% in the budget year of 2011/12 and decreased to 1.71% in the budget year of 2012/13 and 2.19% in the budget year of 2014/15. In spite of government attention to increase water supply service delivery the resource for financing the *district* WMEO is not adequate

Table 8:- Chalia District Budget and Chalia District Water, Mineral and Energy Budget

year	Total District budget	Total District WMEO Budget	Total District WMEO in%
2008/09	15,329,458	263,688	1.72
2009/10	15,578,030	268,605	1.72
2010/11	21,888,939	425,954	1.95
2011/12	27,419,403	716,785	2.61
2012/13	33,914,161	580,540	1.71
2013/14	40,495,253	883,401	2.18
2014/15	50,851,089	1,115,387	2.19

Source: - *Chalia District Finance and Economic Development office (March, 2015)*

In water supply sector/ *district* WMEO, the allocation system didn't take into consideration the priority needs of the community.³² The amount allocated didn't show significant changes over the years. Budget allocated for water supply sector in each of the years 2008/09- 2014/15 of

³² Interview with Ato Benya from DWMEO

remained between 1.71% and 2.61% of the total *district* budget. This small amount is also paid for salary of the staff and what is allocated as operation cost does not exceed costs for minor stationary items.

There are six types of water source schemes, including deep well, spring motorized, spring gravity, shallow well, hand dug well and spring on spot. The source of finance deep well and spring motorized schemes are the mandate of RWMEB and spring gravity and shallow well are under the responsibility of ZWMEO. According the regulation³³ the mandate of the DWMEO only management of these schemes, but there is no ways of guidelines to implement managerial activities.

Table 9:- Chalia District Water, Mineral and Energy Office Budget

Budget year	District WMEO Budget				salary in percent	operational cost in percent
	total budget	capital budget	Salary	operational cost		
2008/09	263,688	100,000	118,526	45,162	72	28
2009/10	268,605	100,000	104,486	64,119	62	38
2010/11	425,954	200,000	142,224	83,730	63	37
2011/12	716,785	520,000	177,400	19,385	90	10
2012/13	580,540	320,000	228,004	32,536	88	12
2013/14	883,401	305,239	433,453	144,709	75	25
2014/15	1,115,387	546,500	462,820	106,067	81	19

Source: - Chalia District Finance and Economic Development Office (March,2015)

Furthermore, from table 9 the trend in expenditure has shown an increase in salary expenditure than operation costs. Hence the bulk of the *district WMEO* budget goes for payment of salaries of civil servants in the *Office*. Salary expenditure is between 62 percent and 90 percent while operation costs have been between 10 percent and 38 percent in the years of 2008/9-2014/15.

³³ Regulation of Oromia National regional State of Water Supply Bureau, structure and responsibilities of Regional, Zonal, District and Urban Water Supply Office, June, 2002

Because of additional assignment of new employees and increasing salaries of civil servants are among the reasons that resulted in increase in salary expenditure in the *district*. After 2008/9, the capital budget increase to 2011/12 from 100,000 Birr to 520,000 Birr and decreased to 320,000 Birr, 305,000 in the year of 2012/13 and 2013/14 respectively and again increased to 546,500 Birr in the year of 2014/15. Even though some increment in capital budget there is not adequate to satisfy the local needs in the district. Therefore, there are challenges to cope up with the ever-growing demand for expanding requirements of water supply service delivery

5.3 Availability and Utilization of Manpower

Since the devolution of power to *districts* one of the major challenges in public service delivery has been the problem related with the availability and the quality and quantity of manpower. Manpower problem in the country and in the *district* in general and in the *district* WMEO and UWSO in particular is the most frequently raised issue. Despite the proximity of the *district* to the zonal capital and its location on the main road, the *district* is facing manpower problem inhibiting efficient delivery of public services. All the interviewed officials frequently raised staff shortage as the major problem.

Table 10:- Required and Existing Manpower for *district* WMEO And UWSO of Public Services

No		Required total	Assigned				Total	Deference
			Degree	Diploma	Certificate	12 Complete and below		
1	District Water, Mineral and energy office	28	9	7	-	-	16	12
2	Urban Water supply(Gedo)	30	1	6	-	4	11	19
3	Total	58	10	13	-	4	27	31

Source: *Chalia District water, Mineral and Energy office and Gedo Town water supply office (March, 2015)*

On the basis of the data indicated in the table 10, from the total number of 58 vacant posts in the water supply public service agencies of the *district* only 27 have been filled. In terms of quality of manpower too, problems are encountered; only 10 are degree holders, 13 are with diploma and the remaining are below 12 complete and below.

In *district* WMEO and UWSO sectors, there is problem of manpower. The total number of staff in the *district* WMEO and UWSO are from 28 and 30 there are 16 and 11 available respectively.

These offices are also among the *district* offices that were established after decentralization. Therefore it is obvious that they are not well established like those offices that existed before decentralization and continued to operate after decentralization. They are also facing lots of problems in terms of experienced staff and budget. But the existing manpower at these offices is not utilized efficiently mainly due to budget constraints of offices. Mechanisms that are employed in the country to mitigate manpower problem is through employment, transfer, **promotion and capacity building**. However, as indicated above, the *District* is constrained by lack of budget and attention to those services prioritized by the community. One of the powers given to *districts* is to administer their manpower in matters related with personnel management. Devolution of power is meant to be having power over hiring, firing and promotion of employees. Proclamation No. 61/94 of the Oromia National Regional State (ONRS) also gives equal power and responsibility to all public offices in the region in personnel management. According to the proclamation, all offices in the region are given power to hire, fire, and promote in line with provisions of the proclamation. But *districts* are restricted with other internal regulations not to employ without prior approval of the Oromia Regional Civil Service Bureau (ORSSB). This restricts not to fill vacant posts without the prior agreement of the RSSB. Any vacant post for other staff should be agreed and allowed by the regional Civil Service Bureau before making transfers, employment, and promotion. Therefore, the power of the *district* has been limited and it is difficult to fill even the highly needed vacant posts. Although the reason behind the restriction is to balance the flow of manpower among *districts* and to control employment in terms of priority needs due to budget limitations, the mechanism has imposed restrictions on the exercise of the power given to the *District*.

As the respondents of the offices³⁴ said, staff members are rarely given a chance to upgrade themselves to improve their efficiency and also rarely given Short-term training; that could have mitigated the shortage of qualified staff by improving the efficiency of existing staff. Due to this the members of the staff learns other social science in distance and leave the office, while other offices are personally improving their skill through distance learning. Therefore, to overcome this problem observed in the *district* the situation requires further capacity building efforts.

³⁴ Interview with District Water, Mineral and Energy Office and Urban Water Supply Office experts

CHAPTER SIX

6 SUMMARIES, CONCLUSIONS AND RECOMMENDATIONS

6.1. Summary

Federalism is a way of linking together the decentralized system and decentralization on the other hand is a policy/ a strategy that could happen in a federal form of state or in a unitary state to ease functions of governance and to respond to resource distribution factors to facilitate service delivery. A system of Decentralized Service Delivery in general and water supply Service Delivery in particular has been adopted in different countries for different and similar reasons. Generally speaking, decentralization has many roles to play in solving political, administrative, economic and social problems. Through effective decentralization, quantity and quality of service provision can be improved. Providing some sort of decision making power to local managers could facilitate improvement in service provision. Public participation could also be promoted by increasing the involvement of stakeholders either on their own or through their representatives.

As seen in the literature review, the rationales of decentralization have been supported by theoretical justifications in the study. Decentralization increases the efficiency and responsiveness of government, locally elected leader know their constituents better than authorities at the national level and so should be well positioned to give the public services local residents want and need. It also improves governments' responsiveness to the public and increases the quantity and quality of services it provides.

In view of these and other rationales, the Federal Democratic Republic Ethiopia adopted a decentralized system at regional and subsequently at *district* level. In the effort towards realizing these benefits, *districts* were initially empowered to undertake delivery of public services under the mandate of Central, Regional and Zonal Offices. Accordingly, Chalia *district* is delivering decentralized public services in general and decentralized water supply service delivery in particular with in this framework. Prior to establishing the findings of the study particularly in view of the problem statement it was stated that delivering decentralized water supply service is great significant challenges in the country due to a variety of reasons. These were stated as institutional and capacity of problem in terms of financial and human resources, weak coordination, environment/topography, and participation, which predominantly stand as inhabiting factors in water supply service delivery.

In line with this, the study has raised questions related with the specific objective of the study. It asked the current status of decentralized water supply service; duties and responsibilities of local institutions, and level of coordination in water supply service, adequacy of human and financial resources, and level of community participation in water supply service delivery.

With the objective of addressing these and related questions, this study has assessed the performance of water supply services, the financial and manpower capacity, the local institutions in view of the responsibilities given to them and level of community participation in line with decentralized water supply service delivery. In this regard, related literature was reviewed, and the data for the collected using interviews, focus group discussion and analysis of documents.

Accordingly, the data from various sources with different data collection methods were critically discussed. It is found out that Water; Mineral and Energy officials in the *district* confirmed that currently only 59.7% of the *district* population has got clean water in the district. It was also identified by the population that, in the *district* communities have demonstrated minimum willingness to contribute in cash and labor support for the construction of water source. This is due to the fact that, the practice of involving community at large in identifying problems and prioritizing their needs, planning and monitoring is almost inexistent in the *district*.

The findings indicated that the *district* WMEO and UWSO are found to have manpower problem which appears to have negatively impacted the service of the office. The contractors who work at *district* level too have manpower problem in terms of qualification. According to the information obtained from officials **through interviews** indicated that, *district* suffered from **inadequate budget**. Despite the block grant transfer increase from year to year for the *district*, the revenue capacity of the *district* was minimum because, of the *district* lack of appropriate tax-base identification. Thus, the *district* complains that the budgets are too small to provide services as expected. In the findings, the water supply sectors budget in the *district* is the lowest receiver of budget, still there is scarcity of budget for operation cost.

6.2 Conclusion

Based on the major findings derived from the discussions and interpretation of the data collected through interview, focus group discussion and document analysis, the following conclusions are made:

In the district the effort made to increase the number of water schemes and access rate is not an enough to satisfy the need of community. Gedo and Babbich Town, those who have gotten clean water in the districts are in shift within three or more days.

Support for decentralized water supply service delivery is premised on the understanding that local communities have better experience and knowledge about their environment and can therefore better identify their development needs and potentials and initiate development activities that address these needs. In many instances, the introduction of decentralization policies aims, at among other things, providing a structural arrangement and encouraging practices that support the participation of the people in the planning, implementation, management, monitoring, control and evaluation of their development. Nevertheless, the participation of the people in the planning, implementation, management monitoring control and evaluation of their development is almost inexistent in the district. And hence, this situation is incompatible with decentralization.

One important aspect of decentralized service delivery concern is the degree to which there is effective cooperation and integration among stakeholders the kebele water supply committee, kebele administration, UWSO and the community. Such can happen at the community, and district WMEO levels that facilitate the coordination of efforts and resources in the delivery of water supply service. Despite this reality, district of Kebele water supply committee, kebele administration, UWSO and the community have no coordination and integration.

In order to manage and sustain decentralization for effective delivery of WS service, it needs adequate capacity of manpower. Unfortunately, the DWMEO and UWSO suffer from problem of manpower.

In order to realize the decentralized WS service duties and responsibilities, proportionate amount of budget should be decentralized to DWME Office. However, lack of appropriate tax-base identification in the district, the district faces budget shortage and the funds for installation of water projects are very minimal and the district highly relies on the block grant.

Decentralized WS service delivery requires available environment. However, since district topography is characterized by mountains and valleys; due to the population

residence is far apart, it makes difficult to deliver WS service delivery in the district some kebeles.

Despite the fact that, a lot of constraints in the district, there are some improvements in providing WS services delivery in district decentralization. All levels of government structures of WS sectors have contributions on the improvement, but district level is more effective in the finding.

Even though all sectoral line structures have their own duties, responsibilities and accountabilities for decentralized WS service delivery, there is lack of clear cooperation mechanism in the sector.

The decentralized district becomes responsive to the needs and interests of the communities of the local government. The closeness of governance would lead to better service delivery, popular participation autonomy, accountability and transparency of the local government. Accordingly, the finding verifies the positive impact of decentralized water supply service delivery in the district.

6.3 Recommendations

Taking in to considerations the findings obtained and conclusions draw, the following recommendations are made:

Officials in the district have shortage of experts both in number and qualification. However, decentralization program cannot be useful mechanism for enhanced and efficient WS service delivery without well-trained professional and qualified experts at a district level. Thus, the district WME Office and UWS Office have to strengthen the capacity of manpower both in number and qualification at expert's level. Besides, it is commendable to give training for experts.

One of the problems for decentralized WS service delivery in the district are lack of integration and cooperation of different actors such as kebele water supply committee, kebele administration, UWSO, and DWMEO for the community service. And also the insufficient of technical support, supervising, monitoring and evaluation; and financing the projects which are beyond the mandate of the district by Zonal/Bureau has an impact for WS service delivery. Thus, in order to provide WS service delivery sufficiently there

must be coordination and integration of district and supra-district and kebele water supply committee, kebele administration, UWSO, and WMEO for the community service.

Although the block grant transfer to the district has been increased for district development in general and WS service delivery in particular, the block grant is not enough according to priority needs and district owns budget coverage is insignificant due to lack of appropriate tax base identification. Lack of financial capacity has constrained the provision of water supply at chalia. Hence, increasing the fiscal autonomy of the district in the area of increase owns' revenue source and making good proportion for water supply service is necessary. And also needs decentralization of budget and the logistic at zonal office and regional bureau to the district.

The practice of involving the community in identifying problems and prioritizing their needs, planning and monitoring in the provision of WS is minimum. This situation is incompatible with decentralization principle: involving the community in identifying problems to implementing is crucial for true empowerment. So, the local governments and district WMEO should make an effort to practically involve the community in identifying problems, planning and closely monitoring WS related activities.

The district should mobilize other stakeholders like non government organizations (NGO) and Civil Organization to participate in filling the gaps of the district to provide decentralization WS service delivery.

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Informants

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09/03/2015

Interview with **Ato Gadisa Desisa** head department of Chalia District Administration office,
made at his office, 27/02/2015

Interview with **Ato Tamasgen Lencho** speaker of Chalia District Council, made at his office,
26/02/2015

Interview with **Ato Tasfaye Bekele** expert of Chalia District Council office , made at his office,
10/02/2015

Interview with **Ato Benga Urgesa** expert of plan and Budget of Chalia DWMEO, made at his
office, 27/02/2015

Interview with **Ato Bekuma Abdisa** head of Chalia DWMEO, made at his office, 28/02/2015

Interview with **Ato Lachiisa Abdisa** vice head Chalia District Finance And Economic
Development Office office, made at his office, 28/02/2015

Interview with **Ato Tolcha Alemu** expert of planning and monitoring Chalia District Finance
and Economic Development Office office, made at his office, 28/02/2015

Interview with **Ato Ayana Bariyo** Chairman of Babich TWB, made at his office, 30/02/2015

Interview with **Ato Ayala Gamachuu** member of Babich WS Office, made at his office,
30/02/2015

Interview with **Ato Adameu Tegegn** Manager of Gedo Town WS Office, made at his office,
01/03/2015

Interview with **Ato Belay Gudisa** expert of of Gedo Town WS Office, made at his office,
01/03/2015

Interview with **Ato Ragasa Camada** from Babich 01 kebele community, made at kebele office,
03/03/2015

Interview with **Ato Motuma Fituma** from Babich 01 kebele community, made at kebele office,
03/03/2015

Interview with **W/ro Muluqen Niguse** from Liban Gamo kebele community, made at kebele
office, 03/03/2015

Interview with **Ato Teshome** from Liban Gamo kebele community, made at kebele office,
03/03/2015

Interview with **Ato Gamachu** from Haromaram kebele community, made at Haromaram Elementary school, 03/03/2015

Interview with **Ato Abebe** from Haromaram kebele community, made at Haromaram Elementary school, 03/03/2015

Interview with **Ato Hayilu Gedafa** from Gedo 01 kebele community, made at kebele office, 04/03/2015

Interview with **Ato Wandimu Firew** from Gedo 01 kebele community, made at kebele office, 04/03/2015

Interview with **Ato Mamush Abebe** from Gedo 02 kebele community, made at kebele office, 08/03/2015

Interview with **Ato Kasahun Kitata** from Gedo 02 kebele community, made at Rehoboth Hotel office, 08/03/2015

Interview with **W/ro Meseret Tsegaye** from Shano Hagalo kebele community , made at his office, 20/03/2015

Interview with **W/rt Hirphe** from Shano Hagalo kebele community , made at his office, 20/03/2015

Interview with **Ato Tadese Ayele** from Racho kebele community , made at his home, 13/03/2015

Interview with **Ato Boru Mosisa** from Racho kebele community , made at his home, 13/03/2015

Interview with **Ato Wandimu Belay** from Walkituma Tulu Mara kebele community , made at kebele office, 14/03/2015

Interview with **W/ro Shibire Yadesa** from Walkituma Tulu Mara kebele community , made at kebele office, 14/03/2015

Interview with **Ato Adugna Wadajo** expert of plan and Budget of West Shoa ZWMEO, made at his office, 23/03/2015

Interview with **Ato Asfawu Wandimu** expert of plan and Budget of West Shoa ZWMEO, made at his office, 22/03/2015

Interview with **Ato Neme Soresa** expert of plan and Budget of West Shoa ZWMEO, made at his office, 27/03/2015

APPENDIX
ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES
College of Law and Governance
Centers for Federal Studies
Masters Program in Federal Studies
Questionnaire to be filled in by key informant

Dear Respondents,

The objective of this Interview questionnaire is to assess the impact of District Decentralization on Water Service Delivery in **Chalia District**. The information you provide would be very crucial and valuable for the study. Your participation in this study is completely voluntary and there are no risks associated with it. The information you provide will be strictly confidential. You are free not to answer any questions that may make you feel uncomfortable.

Part I

QUESTIONNAIRES

1. Demographic Questions

The following questions are related to your position and other personal information. Please use “x” sign in box provided to give your answer. Completion of this information is voluntary and its confidentiality is assured. No individual data will be reported without your permission.

Research site _____

Date _____

Time _____

1.1 Sex: Female male

1.2 Marital status: Single married Separated Divorced Widowed

1.3 How long have you live in this District? Below 2 years to 4 years

5 to 6 years above 6 years

1.4 What is your Age Group? Below 18 years 19 to 36 37 to 55

More than 50 years

1.5 What is your highest level of Education? Master's degree Bachelor's degree

Diploma certificate grade 12 or 10 complete Elementary level other

2. Organizational Commitment

Please indicate the extent of your agreement or disagreement with each statement as objectively as you can and write “x” where you estimate the activity

No	Activities	Very Low	Low	Fair	High	Very High
2.1	The accountability of DWMEO and UWSO water supply service in the district					
2.2	The degree of district level programs aimed to enhance the capacity and participation of the community for water supply service delivery					
2.3	Exercising authorities and responsibilities assigned to the district office for decentralized water supply service delivery					
2.4	The equitableness of the distribution of water supply service delivery					

3) Challenges faced within Water supply service delivery system.

3.1 What are the factors that influence the provision of water supply services?

3.2 How Water supply committee; Water Mineral and Energy Office and Urban Water Supply Office member participate in mobilizing the communities for water supply service deliver in your District?

3.3 What are the challenges to access adequate clean drinking water in your District? Please outline below.

3.4 What do you think is/are the solution for the challenges in providing adequate amount of potable water supply services?

Part II

Interview Questionnaires

Interview guideline prepared For Regional Water Mineral and Energy Bureau officials

- 1) Institutional name _____
- 2) Institutional position of the person _____
- 3) The amount of years served by the person _____
- 4) Educational status _____
- 5) Sex _____
- 6) In relation with, access, what do the water supply service delivery looks like in the region?

- 7) In what aspect do the Regional Water, Mineral and Energy Bureau work closely with the concerned, Zonal and District level administration?
- 8) What authorities and responsibilities do the Region Water, Mineral and Energy need to establish? What about Zonal and District Offices?
- 9) What are the advantages of decentralized water supply service delivery? Is it effective?
What are the problems?
- 10) How do planning, implementing, monitoring and evaluations activities of the water supply service are conducted at Region, Zonal and District level? Who are the main participants?
- 11) How do you evaluate the budget allocation system to the regional Water Mineral and Energy offices and water supply office?
- 12) How do you observe the decision making power and budget adequacy of the Office since District level Decentralization came?
- 13) What are the major constraints in implementing decentralized water service delivery in the region? What are the solutions?
- 14) What is the relationship among regional Water, Mineral and Energy offices and zonal Water, Mineral and Energy offices in water supply service delivery? What are the problems?

Interview guideline for Zonal Water Mineral and Energy Office officials

- 1) Institutional name _____
- 2) Institutional position of the person _____
- 3) The amount of years served by the person _____
- 4) Educational status _____
- 5) Sex _____
- 6) In relation to, access, what water service delivery looks like in the Zone?
- 7) In what aspects do the Zonal Water, Mineral and Energy Office work closely with the concerned, Regional WME Bureau and District WME Office?
- 8) What authorities and responsibilities assigned to the Zone for decentralized water supply service delivery? What about District Offices?
- 9) What are the advantages of decentralized water supply service delivery? Is it effective?
What are the problems?
- 10) How do the planning, implementing, monitoring and evaluations activities of the water supply service are conducted at Zonal and District? Who are the main participants?

- 11) Are there adequate manpower in the zonal Water, Mineral and Energy offices and Urban Water Supply office in the District?
- 12) How do the budgets transfer to the Zonal Water, Mineral and Energy offices and water supply Office conducted? Do they have a right to use budget in a flexible way?
- 13) For whom the Zone Water, Mineral and Energy offices and water supply Office makes report about budget use? What about the District?
- 14) How do you observe the decision making power and budget adequacy of the Office after the implementation of the zone?
- 15) What are the major constraints in implementing decentralized water supply service delivery in the zone? What are the solutions?
- 16) What is the relationship among Zonal Water, Mineral and Energy offices and District Water, Mineral and Energy offices in water supply service delivery? What are the problems?

Interview Guide for key Informants (District Council Chairman and Chief Administrator)

- 1) Institutional name _____
- 2) Institutional position of the person _____
- 3) The amount of years served by the person _____
- 4) Educational status _____
- 5) Sex _____
- 6) How do you observe the decentralized service delivery approach in general and water supply service delivery in particular?
- 7) What are the main sources of income for the District to deliver water supply services?
- 8) What is the role of the District Cabinet members in resource mobilization for water supply service delivery in the District?
- 9) What are the constraints influences in the implementation of water supply service delivery in your district? List those impacts?
- 10) What role does the local water supply office play in providing for the water supply services needs at the local level?
- 11) Are there District level programs aimed to enhance the capacity and participation of the community for water supply service delivery?
- 12) How the Communities involved in the whole process of planning, implementation, operation and management of water supply service delivery in the District? Is there any mechanism?
- 13) Is there Non government organizations (NGO) that are working in water supply sector in the District?

- 14) How often evaluations of water supply service delivery performance is conducted?
- 15) What are the challenges to undertake a decentralized water supply service at District level?
- 16) What are the possible solutions to reduce the problems?

Interview guideline for District Finance and Economy Development Office Heads and officers

- 1) Institutional name _____
- 2) Institutional position of the person _____
- 3) The amount of years served by the person _____
- 4) Educational status _____
- 5) Sex _____
- 6) What are the main sources of revenue for the District to deliver Water supply Service?
- 7) What authorities and responsibilities assigned to the Finance and Economic Development for decentralized Water supply service delivery?
- 8) Is the District mandated to collect revenue and retain it?
- 9) What are the problems that District encountered during revenue collection?
- 10) Is there sufficient finance for decentralized Water supply Service Delivery in the District? If not, what are the problems?

Interview guideline for Kebele Cabinet and water supply committee members

- 1) Institutional name _____
- 2) Institutional position of the person _____
- 3) The amount of years served by the person _____
- 4) Educational status _____
- 5) Sex _____
- 6) In relation to, access, what water supply service delivery looks like in the kebele?
- 7) List down the duties and responsibilities assigned for Kebele in water supply?
- 8) Do you think the Kebele officials have fulfilled their assigned duties and responsibilities properly? If no, what are the problems encountered?
- 9) List the kind of support provided to you by District Water, Mineral and Energy Office?
- 10) Does the Kebele Cabinet and the Kebele Water Supply Committee members participate in mobilizing the community for water supply service delivery?

- 11) In what mechanism the Kebele Cabinet and the Kebele Water Supply Committee members facilitate the community to participate in Water Supply service?
- 12) What is the relationship among Water, Mineral and Energy offices of the District and Kebele in water supply service delivery? What are the problems?
- 13) What are the achievements made by Kebele in water supply service delivery?

Interview guideline for key informants of District, Water Mineral and Energy offices and Urban Water Supply Officials

- 1) Institutional name _____
- 2) Institutional position of the person _____
- 3) The amount of years served by the person _____
- 4) Educational status _____
- 5) Sex _____
- 6) In relation with, access, what water supply service delivery looks like in the District?
- 7) Is there community participation in water supply service delivery in District? If yes, in what mechanisms?
- 8) What are the constraints influences in the provision of water supply service delivery? List those impacts?
- 9) In what aspects do the District Water, Mineral and Energy offices and water supply office work closely with the concerned Regional, Zonal and Kebele level administration?
- 10) What authorities and responsibilities assigned to the office for decentralized water supply service delivery and have to establish new Water supply source?
- 11) What are the advantages of decentralized water supply service delivery? Is it effective? What are the problems?
- 12) How planning, implementing, monitoring and evaluations activities of the water supply service are conducted in District? Who are the main participants?
- 13) Are there adequate manpower in the District Water, Mineral and Energy offices and Urban Water Supply office in the District?
- 14) Is there any measure that has been taken to improve the inequitable distribution of water supply?
- 15) How the budgets transfer to the District Water, Mineral and Energy offices and water supply Office conducted? Do have a right to use budget in a flexible way?

- 16) For whom the District Water, Mineral and Energy offices and water supply Office makes report about budget use?
- 17) How do you see it the budget allocation system to the District Water Mineral and Energy offices and water supply office?
- 18) How do you observe the decision making power and budget adequacy of the Office after the implementation of the District, District Level of Decentralization Program?
- 19) What are the major constraints in implementing decentralized water supply service delivery in the Districts? What are the solutions?
- 20) What is the relationship among Water, Mineral and Energy offices and Water supply office in water supply service delivery? What are the problems?

Part III

Focus Group Discussion

Focus Group Discussions for local Community

- 1) How do Community members participate in different development activities in the District?
- 2) How do you participate in water supply services? At what stage do the communities participate (Planning, implementing, monitoring, evaluating)? How?
- 3) What are the major problems related water supply service deliveries in the District? What are the solutions?
- 4) What are the contributions of the Community in water supply service delivery expansion in the District?
- 5) Are the Community members take parts in labor, money and kind contribution for the construction of water supply sources?
- 6) In what way does the community exchange information with District Officials, and civil servants?
- 7) On which activities have the community powers to decide?
- 8) What are the roles of the Community members during the construction of water supply?
- 9) What are the problems related to the community participation in different development activities in the District? What are the solutions?

Focus Group Discussions for Concerned Official Representatives

- 1) How does the overall distributions of water supply in the District look like? Who has the power to decide it? Who are the stakeholders? What are the challenges?

- 2) How District level programs aimed to enhance the capacity and participation of the community for water supply service delivery?
- 3) What are the constraints influences in the implementation of potable water supply service delivery? What are the solutions?
- 4) In what aspects do the District Water, Mineral and Energy offices and water supply office work closely with the concerned Regional, Zonal and Kebele level administration?
- 5) What are the advantages of decentralized water supply service delivery? Is it effective? What are the problems?
- 6) How planning, implementing, monitoring and evaluations activities of the water supply service are conducted in District? Who are the main participants?
- 7) Is there an adequate manpower in the District Water, Mineral and Energy offices and Urban Water Supply office in the District? If the answer is no: why?
- 8) Is there an inequitable distribution of water supply? If yes: is there any measure that has been taken to improve the inequitable distribution of water supply?
- 9) How do you see it the budget allocation system to the District in general and Water Mineral and Energy offices and water supply office in particular?
- 10) What is the relationship among Water, Mineral and Energy offices and Water supply office and with other concerned offices in water supply service delivery? What are the problems?

Any Other Comments

Finally, is there anything else you'd like to say, anything else about the '**Nature of Decentralization on Water Supply Service Delivery,**' or anything else we have talked about?