

ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES

College of Management, Information and Economic Science
School of Business and Public Administration
Department of Public Administration and Management

**An Investigation of Decentralization and Development
in Gozamin Wereda of East Gojjam -Amhara
Regional State**

**In Partial Fulfillment of Requirement for the Masters Degree in
Public Administration and Development Management**

By: Alemu Yimer

Advisor: Tegegne Teka (PhD)

March 2011
Addis Ababa

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Acronyms

ANRS	Amhara National Regional State
CSA	Central Statistical Agency
CS	Civil Servant
DA	Development Agents
DAP	Di Amino Phosphate
DPADM	Department of Public Administration and Development Management
EPRDF	Ethiopian Peoples Revolutionary Democratic Front
FDRE	Federal Democratic Republic of Ethiopia
FGD	Focus Group Discussion
FSS	Forum for Social Studies
HH	Households
KO	Kebele Official
MoFED	Ministry of Finance and Economic Development
ODA	Overseas Development Administration
PASDEP	Plan for Accelerated Sustained Development to End Poverty
SDPRP	Sustainable Development and Poverty Reduction Program
TGE	Transitional Government of Ethiopia
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Program
UN-HABITAT	United Nations Human Settlements Programme
WB	World Bank

Abstract

This study attempts to investigate the contribution of decentralization for local development in Gozamin Wereda (District) of East Gojjam Zone Administration in the Amhara Regional State in Ethiopia.

The study presents the contribution of decentralization in promoting local development. Both qualitative and quantitative approaches were employed to collect the data for the study. The instruments used to collect the data are survey questionnaire, interview and focus group discussion. Primary and secondary data were collected from different actors of development in the Wereda as well as official reports and documents were consulted from Gozamin Wereda sector offices. The analysis was supported by literature, legal and official documents. The Major findings focused on health, education, agricultural extension services and political powers of local Councils and their duties were depicted as follows. On average, the services in health, education and agricultural extension have increased by 35%, 5% and 6% respectively during the last eight years. The community participation in socio-economic development activities has increased by an average of 22% during the last consecutive eight years, and their major contribution were focused on cash, material and labor for the construction of health centers, schools, farmer training centers, potable water points and rural roads.

The study reveals that the kind of services that were provided to each Kebele is unbalanced and it differs from Kebele to Kebele due to the capacity of Kebele leaders in mobilizing human and financial resources. The Wereda administration is dependent on the state grants to cover their expenditure needs. As a matter of fact, Gozamin Wereda receives 87% of the expenditure needs from the Regional Government, while 13% of the expenditure need is collected from the Wereda. Decentralization enables and increases the involvement of the community in political and development issues. On the other hand, the study reveals that there is no space for participation of different political parties at both the Kebele and the Wereda levels. This results in the lack of debate on policy issues and policy alternatives from political opponents that is in favor of the people. The study also presents evidences that the powers and duties of Kebele and Wereda Councils are very weak to decide on issues under their jurisdiction because of the dominance of the executives at the Kebele and Wereda levels.

Chapter One

Introduction

1.1. Background of the Study

Decentralization is the deliberate and planned transfer of authority and resources away from the central state institutions to peripheral institutions. Moreover, it has acquired considerable popularity especially in developing countries (Bird, 1995). Decentralization also entails a set of policies that encompasses fiscal, political and administrative changes that can affect virtually all aspects of development (Anna K., 2002).

Mark Tuner (1997) described decentralization as transferring of fiscal, political, and administrative functions from higher to lower levels of government and can take on different forms depending on the degree to which independence for action is assigned to lower level authority.

There are different forms of decentralization like deconcentration, delegation and devolution. Deconcentration- involves central agencies assigning certain functions to lower branch offices (intra-organizational transfer of responsibilities); its primary objective is efficiency and effectiveness of the central administrative system.

Delegation- takes place when authority for defined tasks or service provider that is accountable to the former, but not wholly controlled by it (inter-organizational delegation of responsibilities and discretionary authority). Devolution- takes place when authority is defined and tasks transferred from public agency to autonomous local level units of elected leadership holding corporate status, granted under legislation, the primary consideration is political popular participation and empowerment (Mark Tuner. 1997).

Landau and Eagle (2004) stated that local development is linked to decentralization in the sense that decentralization facilitates the performance of development functions at the local level, which cannot be performed by the center. Decentralization may also allow greater representation

for various political interests and ethnic groups in development policy making and implementation and then it could led to greater equity in the allocation of government resources and investment (Rondinelli, 2001).

Therefore, the promise of decentralization is to enhance efficiency through intergovernmental competition, fiscal discipline and service provision. Then decentralization works best where there are strong traditions of democracy, accountability, professionalism and capacity could achieve in the course of action, most scholars argued that decentralization and capacity building could go together. Decentralization may also enhance productive efficiency by making redistribution that will be more difficult especially in areas where there is regional inequality (Junaid Ahmad, 1998).

The experience of decentralization in some African countries like Ethiopia, Ghana, Mali, Namibia, Nigeria, Senegal, South Africa and Uganda which have Constitutions that are explicitly pro-decentralization and formally recognize the existence of local government (UNCDF 2000; Totemeyer 200:95; Therkildsen 1993:83).

In Uganda, there are five tiers of local councils comprising village, parish, sub-county, county and district councils. The district council is the apex of the system of local government and the extensive powers for formulating socio-economic development plans and providing basic infrastructure and social services (Olowu Bamidele 2001:26). Where as Ghana's decentralization has established two tiers of governments and all the necessary structures put in place from national to zonal level (Bern Guri, 2006). Bern (2006) described the reason is that the power has decentralized to the district level. So, Ghana's decentralization process is better stated as deconcentration rather than devolution, because decision-making power is still in the hands of government appointees.

In the context of Ethiopia, the 1991 government change has ushered in a decentralized system of governance that improves service delivery and attains equality. Therefore, the transitional government of Ethiopian, proclamation No. 7/1992 has provided for the establishment of national or regional self- government in 1992. Based on this proclamation, fourteen regions had

formed. However, the Constitution of the Federal Democratic Republic of Ethiopia revised the above proclamation and established nine ethnic-based regional states and two autonomous city administrations (proclamation No. 1/1995). The ethnic based regional states are; Tigray, Amhara, Afar, Oromia, Somali, Southern Nations Nationalities and Peoples Region (SNNPR), Benishangul Gumuz, Gambella and Harari and the two autonomous city administrations are, Addis Ababa and Dire Dawa. The Federal Constitution article 39(3), which says, “Every nation, nationality and people in Ethiopia has the right to a full measure of self government which includes the right to establish institutions of government in the territory that inhabits and to equitable representation in state and federal government”.

Additionally, the Constitution of the Federal Democratic Republic of Ethiopia clearly stipulates that all leading bodies at the various levels of local administration officials and state governments could realize through periodic elections that is exercised by eligible electorates in all constituencies (FDRE Constitution, No. 1/1995). The Constitution comprises five tiers of administrations that are Federal, Regional, Zonal, Wereda, and Kebele administrations. However, at local levels there are two tiers of administration. These are the Kebele and the Wereda administrations. The Wereda administration has a power to formulate socio-economic plans to enhance local development and to provide basic infrastructure services.

The Amhara National Regional State (ANRS) Constitution also empowered the Wereda to formulate and implement their socio-economic development. According to the Constitution “the Wereda administration within its territorial area of its organization all the powers enabling it to prepare and decide on the economic development and social service plans as well as to implement policies, laws, regulations and directives under its jurisdictions” (Amhara National Regional State, Constitution, No.2/2001 article 84/1). However, this Constitutional power is constrained during practical implementation at local level. Therefore, this thesis reviews the current knowledge of decentralization in relation to development at Wereda level in Ethiopian context particularly in Gozamin Wereda of East Gojjam.

Consequently, the study demands to explore the interaction between decentralization and development at the Wereda level, because decentralization and development are interrelated

components of public administration. This study is confined in Gozamin Wereda of East Gojjam Zone in Amhara National Regional State (ANRS). Gozamin Wereda is a place where the researcher has chosen for the study, because the Wereda is familiar with the researcher. Secondly, proximity to Zonal Capital of Debre Markos, and accessibility of road and transport to collect data within short time and minimum financial resource. Thirdly, Wereda sectoral offices are well organized on human and material resources. This has provided the researcher good opportunity to collect relevant data for the study. Fourthly, the Wereda contains three agro-ecological zones. Hence, this represents the crop and livestock production patterns of the 17 Weredas in the Zone. This gives an opportunity for the researcher to decide to investigate the practice of decentralization based on Constitutional powers and duties to identify the impacts of decentralization and development also the challenges faced by the local administration in Gozamin Wereda.

1.2. Statement of the Problem

Decentralization in Ethiopia entails the devolution of administrative powers and responsibilities as well as fiscal devolution up to the Wereda level. Fiscal transfers of unconditional federal grants are enshrined in the Constitution Article 62 of the Federal Democratic Republic of Ethiopia. As it is clearly stated in the Constitution, under the Region, there are Zones, Weredas and Kebeles; they are assigned to undertake specific responsibilities within its jurisdiction (Kumera, 2007:113).

However, sufficient local autonomy and the performance of the Weredas as effective units of government have been constrained by interrelated factors. Such as tight control of Wereda administration and constant interference by Zonal authorizes, limited institutional and management capacity of Wereda Councils (Kumera, 2007). Kumera in Meheret (1998) also noted that inadequate administrative personnel capacity, poor revenue base to carryout socio-economic functions for financial allocation as well as limited space for political competition and participation of civil society at the Wereda level are some of the challenges.

In addition, Tegegne (2000:57) has described some of the problems observed in all regions of Ethiopia that includes weak administrative capacity, shortage of technical human power, weak

institutionalization characteristics of regional governments, and poor logistical resources. The prevalence of these drawbacks was also highlighted in other studies. Which indicate that the shortage (dearth) of trained personnel, weak revenue base, heavy financial dependence on upper echelons of government, low level of awareness of local communities on the roles and functions of responsible local government, among others are constraining factors with regards the entrenchment of democratic local government units (Meheret, 2002:112).

On the other hand, the following are among the more serious problems have faced in the process of implementing the Wereda decentralization programs, lack of an integrated system of procedure in service delivery and paucity of efficient organizational structure. In addition, absence of vibrant system for popular participation, and non-existence of a well coordinated and locally adapted working system for planning and execution of budgetary decisions. These are also related to the existence of overlapping mandates, low level of popular participation, inadequacy of the existing organizational structure that fails in clearly define the roles of institutional actors, and failure in adapting procedures and working systems in realities peculiar to different localities (Ministry of Capacity Building, 2004).

The above-mentioned problems are also faced in Gozamin Wereda that the local development is hampered by the financial and skilled manpower constraints; the local government is unable to mobilize the resources in order to get the intended development achievements. In addition, the lion's share of the public budget is granted from the center rather than covering its expenditure by its own revenue at local level.

The Federal Government has formulated different policies and strategies. These policies and strategies are mainly expecting to be implementing at the grassroots level. However, there is a gap between the desired objectives and its implementation. The Ministry of Capacity Building (2005) has confirmed that there is a problem of implementation rather than the policies and strategies.

Therefore, this study is intended to answer the following questions:

- I. To what extent decentralization promotes development in Gozamin Wereda?

- II. What is the level of public participation, in planning, implementing and evaluating the socio-economic development?
- III. Has the Wereda sufficient autonomy of human and financial resources to implement the government's policies and strategies?
- IV. To what extent is the political involvement of the representative of the people at each tier of the local government (Wereda and Kebele councils)?
- V. What could be done in future for genuine decentralization to ensure sustainable development in the study area?

1.3. Objectives of the Study

The study has general and specific objectives as written below:

1.3.1. General Objective

The general objective of the study is to explore the impact of decentralization in promoting development in Gozamin Wereda.

1.3.2. Specific Objectives

1. To investigate the public participation in the preparation and implementation of socio-economic development plans.
2. To explore the co-ordination of resources to implement policies and strategies in Gozamin Wereda.
3. To examine political participation at each tier of Councils and interacting on policies and development issues.
4. To come up with recommendations and to confirm the relations between decentralization and development in the study area.

1.4. Significance of the Study

The study will identify problems, and provide solutions that are related to decentralization and development at the local level. These would enable local administrators to improve their performance and the policy makers may use it as input for policy revision. In general, the study will have the following significance.

1. It enables other scholars to conduct research on decentralization and development in Gozamin Wereda.
2. The findings and conclusions drawn from the study will help the cabinets and employees to create awareness in Gozamin Wereda.
3. To recommend possible solutions, for the betterment of future implementation of decentralization and development in Gozamin Wereda.

1.5. Description of Gozamin Wereda

Gozamin is one of the 17 administrative Weredas of East Gojjam Zone Administration. Its distance is 265 kms far away from Bahir Dar, the Regional capital city and 300 kms far from Addis Ababa. It has a total area of 1,217.8 sq.km and three agro-ecological zones that is, 19 percent highland, 65 percent mid-highland and 16 percent low land (Wereda Administration sector office documents, 2010). It has an estimated population of 133, 856 of which 66,875 (50 percent) are males and the remaining 66,981 (50 percent) are females. From the total population, 2,583 (2 percent) are living in urban and 131,273 (98 percent) are living in rural areas (CSA, 2008). There are 14 sector offices and 26 Kebele administrations in the Wereda.

The Wereda boundaries are in the North, Sinan Wereda; in the South, Baso-liben Wereda of East Gojjam Zone Administration and Oromia regional state; in the East Amber Wereda and in the West, Machakel and Debre Elias Wereda of East Gojjam Administrative Zone.

Out of the 26 Kebele administrations in the Wereda, 22 Kebele administrations have wireless telephones and 5 Kebele administrations have 24 hours of eclectic lights; 6 health centers in 6 Kebele administrations and in each 26 Kebele administration has 26 health posts. There are 38 government owned schools, of which 2 secondary high schools, 18 first cycle primary schools (first cycle 1-4) schools and the rest 18 schools second cycle (5-8), 22 Farmers Training Centers (FTC), 87 potable water points and 98.5 kms, rural all-weather roads that connects Kebeles to Wereda and Kebele to Kebeles (Wereda administration sector office documents, 2010).

The religions composition of the people's in Gozamin Wereda, 99 percent are orthodox and while the remaining 1percent are Muslims and Protestants, (Wereda cultural and tourism sector

office documents, 2010). Regarding civil servants, there are 1395 employees in the Wereda out of which 791 (57 percent) are males and 604 (43 percent) are females. Concerning their educational status, 124 (9 percent) have first degree, 554 (40 percent) diploma, 596 (42 percent) certificate, 83 (6percent) 12th grade complete and 37 (3 percent) are below 12th grade (Wereda capacity building sector office documents, 2010).

Livestock population: 129,158 cattle, 113,738 sheep and goat, 15,658 equine, 45,517 poultry and beekeeping 85,666 traditional hives while 9,897 modern hives are found in the Wereda (Wereda agricultural sector office documents, 2010). Major Crops grown in the Wereda based on agro-ecological zones: In highland (Dega) 2300 to 3200 meter above sea level (MASL) barely, potato, oats, horsebean, and pea respectively to its land coverage. In mid highland (Woyina Dega) 1500 to 2300 MASL Teff, Wheat, Maize, Barely, Check pea, Soyabean, Oats, Niger seed (Neug) and Lentil (Miser) respectively to its land coverage. In low land (Kola) below 1500 MASL Maize, Soyabean, Sorghum, Safflowers, Sunflower, and Groundnut are grown respectively in its land coverage in Gozamin Wereda. Potable water supply coverage in Gozamin Wereda is 55percent as Wereda water resource development report; annual rainfall of the Wereda ranges from 850 mm to 1300 mm and annual temperature ranges from 11^oc to 25^oc.

The Wereda has numerous rivers and streams (Wereda agricultural sector office documents, 2010). Generally, the Wereda has a big potential of agricultural activities due to its agro-ecological diversification and convenient rainfall and temperature.

1.6. Scope of the Study

Gozamin Wereda has 26 Kebele administrations. Out of the total number of Kebeles, 6 Kebele administrations (23 Percent) have been selected by simple random sampling (will be explained later in the methodology) based the agro-ecological classification in the Wereda. Each selected Kebele represents its agro-ecology. The selected Kebeles are the following: 1 Kebele from the highland area, 1 Kebele from mid-highland area, adjacent to highland Kebeles, 1 Kebele from the central area of mid-highland, 1 Kebele from mid-highland, adjacent to low land Kebeles, and 1 Kebele from the lowland were selected. The remaining 1 Kebele was selected from the 2 rural towns in the Wereda. The researcher believes that the sampled Kebeles do represent Gozamin

Wereda because the land holding per household; crop pattern and productivity; livestock husbandry; income distribution of the farmers and their working culture are almost similar.

Moreover, Gozamin Wereda has 14 Sectoral Offices and 4 Pro-poor Wereda Sector Offices. Rural households, Kebele officials, civil servants, the Council of the Wereda, public service institutions like Agriculture, Health and Education are included in the scope of the study.

1.7. Research Design and Methodologies

1.7.1. Research Design

This study was intended to investigate the existing situation and practices of decentralization and development in Gozamin Wereda. Descriptive and exploratory surveys (qualitative and quantitative methods) were employed.

1.7.2. Source of Data

The data used in this study were collected from both primary and secondary sources. Primary data were obtained through questionnaires, interviews and focus group discussions. In addition, secondary data sources such as books, journals, other published and unpublished materials, and conference proceedings, official documents (Constitution, administrative documents and archival documents) were used.

1.7.3. Sampling Design and Procedures

To get indepth information, small numbers of participants were purposively selected. Therefore, purposive (judgmental) sampling was employed. Its primary consideration in purposive sampling is the judgment of the researcher as to who can provide the best information to achieve the objective of the study. This type of sampling is useful when to describe and explore a phenomenon in detail (R. Kumar, 2005).

Therefore, two sampling methods were employed for the study. Purposive sampling is used for the selection of Wereda sector offices and Zonal departments, and simple random sampling for the selection of Kebele administration and for the selection of civil servants. Since the Wereda contains three agro-ecological zones, the selected sample respondents represent the crop and livestock production patterns of the 17 Weredas in the Zone. The key informants of the study

were the rural households of the sampled Kebeles. These were the Kebele and Wereda cabinets (officials) and civil servants who were engaged in the Wereda socio-economic development activities. Primary data was obtained from rural households, Kebele officials and civil servants both at the Kebele and at the Wereda levels. The sample respondents were selected by systematic random sampling methods.

1.7.4. Sample Size Determination

As mentioned earlier, the total sampled respondents of the study are the heads of the rural households in the sampled Kebeles. The Kebele officials of the Kebele administration are also included in the study. They are responsible to mobilize human and material resources of the Wereda. Thirdly, the civil servants are selected for the sample because they are engaged in the Wereda socio-economic development activities. Then the sample size was as follow:

Out of the total 4,305 rural households, 5 percent (215 rural households) have been selected for the survey. Out of the total 60 Kebele officials, 20 percent (12 Kebele officials) have been selected for the survey; and out of the total 504 Civil Servants, 20 percent (100 civil servants) have been selected from 4 selected sector offices of the Wereda for the survey. The details of the selected sample size are shown below.

Selected Sample Size for the Survey

No.	Selected Sample Kebeles	Agro-ecology / Location	No. of Total Households	Sample size of Rural Households 5%
1	i. Yenebrina	Highland	702	35
	ii. Giraram	Mid highland	685	34
	iii. Wonka	Mid highland	897	45
	iv. Asab-abo	Mid highland	682	34
	v. Denba	Lowland	741	37
	vi. Yebokla	Town	598	30
	Total			4,305

Selected Sample Size for the Survey

No.	Selected Sample Kebeles	Agro-ecology / Location	No. of Total Kebele Officials	Sample size of Kebele officials 20%
2	i. Yenebrina	Highland	10	2
	ii. Giraram	Mid highland	10	2
	iii. Wonka	Mid highland	10	2
	iv. Asab-abo	Mid highland	10	2
	v. Denba	Lowland	10	2
	vi. Yebokla	Town	10	2
	Total			60

Selected Sample Size for the Survey

No.	Selected Sample Wereda Sector Offices	No. of Total Civil Servants	Sample Size of Civil Servants 20%
3	i. Agricultural Office	198	39
	ii. Health Office	125	25
	iii. Education Office	156	31
	iv. Council Office	25	5
	Total		504

1.7.5 Data Collection Approaches

Qualitative and Quantitative Data Collection

The study has used sample based survey research. The research used qualitative and quantitative research methods in the study. It has administrated questionnaires; conducted interviews and held focus group discussions.

Questionnaires -In order to obtain the intended data from sampled respondents both open and close-ended questionnaires were distributed to 327 respondents.

Interviews - Interviews were conducted with the Wereda Cabinet members (officials), heads of different sector institutions and Zone Administration cabinet members with emphasis on their vertical relationships with the Wereda.

Focus Group Discussions – The research instrument of focus group discussion enables the researcher to explore different views and attitudes of respondents regarding the impacts of decentralization and development at the local level. Hence, focus group discussions were held with Kebele officials, Wereda Councilors, political leaders, civil servants and expertise in different sectors.

1.7.6 Methods of Data Presentation and Analysis

Depending on the nature of the research questions, quantitative and qualitative data were collected the data was edited, coded, classified and analyzed by way of percentage, figures and other statistical tools.

1.8 Limitations of the Study

During data collection, the researcher had faced some problems. Among these the first problem was getting public officials in their working place, due to the engagements of frequent meetings and also some Wereda officials' reluctance to access adequate information and absence of organized data in their sectoral offices. The second problem was the distance between sample Kebele administrations. The third problem was that the road was muddy due to heavy rain and not convenient for transportation during distribution and collection the survey data. The fourth constraint was the long time taken to fill and return questionnaires because of scattered settlements of the sampled rural households. The fifth problem was the budget shortage to collect relevant data from different places and expenses for transport and for photocopying documents. Despite these problems, the researcher has done all what he could to collect relevant data to the study.

1.9 Organization of the Thesis

The first chapter of the thesis deals with the introduction which contains background, statement of the problem, research objectives, and the research methodology, scope of the study area, significance and limitation of the study. The second chapter deals with review of related literature of the research. The third chapter contains data presentation, analysis, discussions and summary of findings. Conclusions and recommendations of the study are presented in the fourth chapter. Finally, a list of references follows chapter four.

Chapter Two

Review of Related Literature

2.1 Introduction

This chapter attempts to discuss the conceptual framework of decentralization and development, the conceptual relationship of central and local government, rationale of decentralization, public participation and the linkage of decentralization and development and also some African countries experience were explained. There are many theories about the concepts and definitions of decentralization developed by many authors. Many scholars talk about decentralization and development but they differ in their approaches about decentralization and development. The following are some of the common and widely accepted concepts and definitions of decentralization and development.

2.2. Decentralization and Development an Overview

2.2.1. Definitions and Concepts of Decentralization

Decentralization- will be understood as the devolution by central i.e. national government of specific functions, with all of the administrative, political and economic attributes that entails to local governments which are independent of the center and sovereign with a legal delimited geographic and functional domain. Decentralization is also transferring different functions to lower levels of state administration, non-state institutions and stakeholders such as non-governmental organizations, private companies and citizens (*www.fao.org/docrep/*. Accessed June/25/2010). Furthermore, decentralization is deliberated and planned transfer of authorities and resources away from the central state institutions to peripheral institutions (Bird, 1995). Moreover, decentralization refers to the transfer of authority and responsibility for public functions from the central to subordinate or quasi-independent government organizations and the private sectors (Tuner and Humle, 1997:151 in Walsh, 1996).

Tegegne and Kassahun (2004:36) stated that decentralization is the transfer of social and political authority from central government and it affiliates to sub-national units of government in the process of making decisions and managing public functions. It is a process through which

authority and responsibility for public functions is transferred from central government to local government.

In addition, decentralization is the transfer of fiscal, political and administrative function from higher to lower levels of government. It can take on different dimensions and forms depending on the degree to which independence for action assigned to lower level authority (Mark Tuner, 1997). As intergovernmental relations, school acknowledges wide and varied interactions between supranational, national, regional and local governments in vertical relationships as well as between governments within any one sphere in horizontal relationships. The school assumes that the relationships between levels of government are like a 'marble cake', where there is a complex intermixing of powers and responsibilities among levels of government (Paulos, 2007:63). On the other hand, Zimmerman (1990) views the relationships as mutuality model, with each plane relying on one or both of the other planes for the performance of certain functions or functional components.

Therefore, decentralization is more specifically defined in the context of its different dimensions and forms within the level of authority exercised and responsibilities given to agency in charge of some kind of decentralized function or services (Barlow, 1981). Then a central theme in decentralization is the difference between a hierarchy, based on authority that the two players in an unequal-power relationship; and an interface a lateral relationship between two players of roughly equal power. The more decentralized a system the more it relies on lateral relationships, and the less it can rely on command or forces (Humble 1997:160).

The most comprehensive concept of decentralization has given by Rondinelli. He has defined decentralization as the transfer or delegation of local and political authority, to plan, make decision and manage public functions from central government and its agencies to subordinate units of government, semiautonomous public corporations, area wide or regional development authorities, functional authorities, autonomous local government or non-governmental organizations (Rondinelli, 1989: 135).

Rondinelli (1989) noted that decentralization has two features that are positive and negative results. A positive result from decentralization has increased the access of people in previously neglected rural regions and local community to central government resources. Decentralization has improved participation and enlarged the capacity of local administration to put pressure on central government agencies then it makes available to large quantities of national resources for local development etc. A negative result of decentralization and privatization of state activities has a tendency to create greater in equalities among communities and regions with different levels of organizational capacities (*www.fao.org/docrep/*.Accessed June 25/2010).

Decentralization largely responds to political imperatives and the link runs from politics to economics. For these reasons, it may be taken as axiomatic that decentralizing administration and politics are automatically fiscal decentralization (Eshetu, 1994: 4). As Kibre Moges (1994:1-2) stated decentralization will reduce over load and congestion in channels of administration and communication and it is a thought to improve government's responsiveness to the public and increase the quantity and quality of services it provides. Then more effective and efficient management of economic development can be achieved through decentralization, by allowing greater discretion to local managers in decision-making (Kibre, 1994:12). The closer a representative government to the people, the better it works. People should have the right to vote for the kind and amount of public services they want. This principle has suggested that decision-making should occur at the lowest level of government consistent with the goal of allocative efficiency (Stinger 1957:25). In addition, local governments can be understood the concerns of local residents because local decision-making is responsive to the people for whom the services are intended and encouraging fiscal responsibility and efficiency (Oates, 1972:55).

Consequently, decentralization derived in Ethiopia has proceeded in two phases. The first wave of decentralization (1991-2001) was centered on creating and empowering national or regional governments were established with changes in the local and central government system. The National or Regional state was responsible with legislative, executive, and jurisdictional powers (Tegegne, 20007:1 in Yigremew, 2001). Accordingly, different scholars in similar notions define decentralization. The definitions and concepts of decentralization as mentioned above indicate that decentralization is the transfer of authority and resources to the lower tier of government.

Subsequently, based on the activities definitions and concepts, the contribution of decentralization in socio-economic development in Ethiopian context will be investigated in general and in the study area in particular.

2.2.2. Dimensions of Decentralization

Some scholars have identified major dimensions of decentralization namely political/administrative, fiscal and economic decentralization (Tuner and Humle, 1997:156). These concepts are explained as follows:

A) Political/Administrative Decentralization-

Political decentralization- is the transfer of authority to regional Councils or local authorities it requires Constitutional and statutory reforms, the development of pluralistic political parties, the strengthening of legislatives, creation of local political units and encouragement of effective public interest group (Treisman, 2002:3).

Administrative decentralization- is the transfer of responsibility for planning, financing and managing certain public functions from central government and its agencies to field units of government agencies subordinate units or level of government, semi-autonomous public authorities or co-operations or area wide, regional or functional authorities (*www.decentralization.gov.na/. Accessed October 12/2010*).

Decentralization as political and administrative processes it is a shift in the local powers from one level of government to another in the same way that privatization shift responsibility from the government to the non-state sector. Increasing revenue pressure on central government has led many to consider decentralization as an alternative political and administrative strategy (Mathew, 2005:60). It signifies transferring of powers and responsibilities from central government to autonomous and local tiers that have been democratic election by their constituencies. As a result, Political decentralization aims to give citizens or their elected representatives more powers in public decision-making. It is often associated with pluralistic politics and representative government this could support democratization by giving fair

participation to citizens or their representatives, more influence in the formulation and implementation of policies (*Wikipedia.org/wiki/decentralization. Accessed June 27/2010*).

Hence, the powers, duties and functions of a local authority could exercise through a council. Council resolutions give basis to the activities of a local authority, because Council can ratify any order, directive or instruction emanating from outside the Council (Mathew, 2005:67).

In Ethiopia the administrative and governance structure of regions or states were organized in a manner that resembles organizational machinery of the state at the federal level, councils as legislative bodies were established based on periodic elections outcomes whereby those who got the majority of votes in their respective constituencies qualify as council members. These are unicameral legislatures known as State and Wereda Councils instituted regional and local levels respectively (Tegegne and Kassahun, 2007:13). Thus, the executive bodies called the cabinets of regional and Wereda governments originated from their respective Councils based on elections by council members.

B) Fiscal Decentralization

Intergovernmental transfer programs serve multiple interrelated purposes. First, they help to cover sub-national government fiscal imbalances, supplementing inadequate local own-source revenues to improve the ability of sub-national governments to meet their expenditure responsibilities. Second, they can be used to meet national redistribution objectives, helping to offset fiscal capacity differences among sub-national governments. Third, they could use to encourage local expenditures on particular goods and services that exhibit positive externalities or considered as basic needs that should be distributed less unequally than the ability to pay for them. Most transfer systems were intended, at least officially, to meet these objectives, and they use a variety of types of mechanisms to do so (Anwar Shah, 2006: 36).

Financial responsibility is also a core component of decentralization that if local governments have carried out decentralized functions effectively, they must have adequate revenues raised locally or transferred from the central government as well as the authority to make expenditure decision (Ashok, 1997: 136). Ashok also described it involves devolving powers with regard in taxation, funds and expenditure upon local bodies giving them the financial autonomy for

planning and implementation as per local needs. Fiscal decentralization concerns the way tax revenues and public expenditures are distributed among different tiers of government. The degree of decentralization is the extent of independent decision-making by different arms of government in the provision of social and economic services. It connotes the degree of autonomy of state and local governments to carry out various economic and social tasks (Treisman, 2002:15).

The linkages between central government reform and decentralization will deal more comprehensively with the planning and budgeting processes, oversighting and accountability the legislative framework and technical support from the centre to the periphery (UNDP, 2005). The rationale of fiscal decentralization that decisions about public expenditure are made by a level of government that is closer and more responsive to a local constituency more likely to reflect the demand for local services than decisions made by a remote central government (Treisman, 2002). As noted above, the potential pro-poor benefits of decentralization are unlikely to be reapplied unless the system of local government finance systematically tied to a sound system of community participation and citizen involvement in local planning and budgeting. Conversely, if they are to be effective and efficient, participatory local planning processes should be budget-based and firmly embedded in the framework of local government finance (UNDP, 2005).

While fiscal decentralization in Ethiopia is the newly introduced block grant scheme, these block grants are intergovernmental transfers of funds from regional to Wereda governments according to a predetermined formula and with minimum conditionality. The conditionalities are introducing of block grant scheme was hoped that Wereda governments would be enabled to implement their administrative and development plans that will perform without undue interference from higher tiers of authority creating and bringing situations closer to genuine local self rule (Tegegne and Kassahun, 2007:10).

C) Economic Decentralization

Economists justify decentralization on the ground of allocative efficiency. Their rationale is that, decisions about public expenditure that are made by a level of government that is closer and

more responsive to a local constituency are more likely to reflect the demand for local services than decisions made by a remote central government (Treisman, 2002). The southeastern African region needs and acquires an institutional and managerial capacity to make the right decisions. This is essential in the quest for eradication of poverty, achievement of sustainable and truly sustained economic growth and ensuring a realistic integration of the region into the global economy (UN-HABITAT, 2002).

Therefore, as mentioned above the dimensions of decentralization was described by different scholars. Then among the dimensions of decentralization, political/administrative decentralization, a shift in the local powers from one level of government to another in the same way, and give citizens or their elected representatives more powers and responsibilities in public decision-making. In addition, in fiscal decentralization, if local governments are to carryout decentralized functions effectively, they must have adequate revenues raised locally or transferred from central government to the local government and as well as the authority to make expenditure decision. So, whether political/administrative and fiscal decentralization is practiced in Gozamin Wereda or not at the local level will be given emphasis in the study.

2.2.3. Forms of Decentralization

There are also different forms in which decentralization can be achieved, namely de-concentration, delegation, devolution, privatization and de-regulation.

A) Deconcentration

Deconcentration involves central agencies assigning certain functions to lower branch offices or intra-organizational transfer of responsibilities (Adamoleku, 1999). On the other hand, deconcentration is an administrative type of decentralization where the central government has undertaken some of its responsibilities through regional or local sectoral offices. This form of decentralization occurs when central government disperses or transfers responsibilities and services to its regional or local branch offices or local governments (Turner and Humle, 1997:150-153). Therefore, administrative and management responsibility is handed over to sub-national units or branch sectoral offices from the sector ministries or agencies at central level.

Consequently, this form of decentralization is commonly exercised under unitary forms of government or centralized mode of governance. In this case, local government does not exist to describe entities and there is no mechanism for horizontal co-ordination and integration at the local level. Hence, the role of local authorities is limited to participation in implementation and it is unlikely to lead the potential benefits occurring from decentralization (Adamoleku, 1999).

B) Delegation

Delegation is a form of decentralization within formal political structure. For instance, when the central government delegate additional authority to local government and transfer within public administrative or parasitical structure from head quarter of the ministry to the sectoral offices. Moreover, transfer of authority is made from an institution of the state to non-state agency (David Humle and Mark Tuner, 1997: 152). Thus, it is other type of administrative decentralization in which authority and responsibility is distributed from the center to its local government, agencies, or organizations. The delegated agency is responsible for undertaking the decision-making and responsibility for administration of public function on behalf of the delegating authority with proportional accountability (Martinusson, 1997:120). According to Martinusson, 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.

C) Devolution

While devolution is the transfer of legislative, political, administrative and financial authority to plan, make decision and manage public functions and services from the central government to local authorities (Mawhood, 1993).

Since the 1980s, political decentralization got an emphasis because of new thinking in political and economic development (Olowu, 1988). Devolution is the most extensive form of decentralization, which is far more radical and 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, 1997:210 and Chikulo, 1998:94-95). Therefore, devolution in this context means creation or strengthening of

supranational levels of governments that is substantially independent of national governments with respect to defined functions, where authority is vested in representatives elected by the local population, the formal line of accountability is to the electorate within their jurisdiction (Tuner and Humle, 1997:150).

D) Privatization and Deregulation

The most complete forms of decentralization from government's perspective are privatization and deregulation; they shift responsibility for functions from the public to the private sectors (UN-HABITAT, 2002). Thus, allowing the primarily functions or exclusively the responsibility of government to carry out by business community, groups, co-operatives, private voluntary associations and other non-governmental organizations. Deregulation reduces the legal constraints on private participation in service provision or allows completion among private suppliers for services previously provided by the government or by regulated monopolies (ibid).

Under appropriate conditions, all of these forms of decentralization can play important roles in broadening participation in political, economic and social activities in developing countries. Where it works effectively, decentralization helps alleviate the bottlenecks in decision making that are often caused by central government planning and control of important economic and social activities. Decentralization can help cut complex bureaucratic procedures and it can increase government officials' sensitivity to local conditions and needs. In some countries, decentralization may create a geographical focus at the local level for coordinating national, state, provincial, district, and local programs more effectively and can provide better opportunities for participation by local residents in decision-making (<http://go.worldbank.org/>. Accessed October 25/2010)

Accordingly, it is realized that there is no simple dimension and quantifiable index of degree of decentralization in a given country. In some countries, decentralization based on geographical location and on others ethnic based decentralization, and then Ethiopia is one of the countries that have practiced ethnic based federalism. Hence, the study will focus on political/administrative and fiscal decentralization. Based on the literature mentioned above, the Federal Democratic Republic of Ethiopia's Constitution has provided powers and duties in fiscal and political/administrative decentralization or devolution at the lower tiers of government and then its contribution to local development will be explored in this study specifically in Gozamin Wereda of East Gojjam.

2.3. Rationales of Decentralization

Decentralization is a mode of governance and development strategy, which is characterized by a bottom-up approach from the 1950s, onwards and its concept 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 had more focused in facilitating participation of people at grassroots level in development (Agrawal, 2000). In addition, decentralization aims to achieve one of the central aspirations of political governance or the desires that the people should have a say in their own affairs (Mahat, 2007:24 in Agrawal and Ribot, 2002).

Decentralization also enhances effective performance and realization of local preferences. In this regard, Tuner and Humle (1997:151) argued that decentralization is a remedy to the problems associated in a centralized system. This is because the fact that decentralization is characterized by proximity, relevance, autonomy, participation, accountability and 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 (Tuner and Humle, 1997:152).

In addition, by devolving resources and decision-making powers to local governments, decentralization can generate financial capacities, efficiency quality gains that promote effective delivery of services. Interms of financial resources it has argued that decentralization is attractive to national governments, because part of the burden of financial 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 to increase resource mobilization and to maximize the provision of services like health, education and others by allowing local governments to take decision on the allocation of resources, according to local needs and priorities (Martinussen, 1997:214).

As Merera (2006:116) in Illy (1995), the criteria for assessment whether decentralization is working better:

- *The degree to which decentralization contributes to achieve broad political objectives, such as prompting political stability, mobilizing support and co-operation for local development;*

- *The degree to which decentralization increases administrative effectiveness by promoting greater coordination among the units of Wereda (local) government and at local level with in sectoral offices to attain mutually acceptable development goals;*
- *The degree to which decentralization contributes to prompt economic and managerial efficiency, by allowing government at both the central and local levels to achieve development goals in effective manner;*
- *The degree to which decentralization increases government responsiveness to the needs and demands of various interest groups within society; the degree to which decentralization contributes to greater self-determination of non-governmental organizations in promoting development or meeting highly valued needs with in communities and;*
- *The appropriateness of the means by which policies and programs are designed and carried out to achieve the goals of decentralization.*

These are the basic in the standard of theoretical literature on real decentralization of powers and they can also be used as a checklist to assess the Ethiopian experiences from higher to lower tiers of administration (Merera 2006:116 in Keller 2002).

As Kemmerer (1994) has suggested that, the four factors are associated with the success and failure of decentralization: (a) socio-economic and cultural context; (b) political support from national leaders and local elites; (c) adequate planning, management and local employment; (d) the scope of reform. Then the outcomes of decentralization are conditioned by a large number of factors such as formulated policy, type of decentralization whether market mechanisms have included, implemented policy and local culture, economic and political contexts. In addition, decentralization might require careful planning, extensive training, more staff resource and equipment (Arnsteir, 1991).

2.4. Challenges of Decentralization

The scope for effective and accountable decentralized governance varies greatly between countries, depending on historical, economic and political conditions. Typically, performance and accountability of sub-national or local governments are constrained by a number of factors: limited resources, weak institutional capacity, inadequate mechanisms of accounting and accountability, and limited availability of information (Lewa et al., 2004).

Local governments in most countries have limited local taxing powers from which to finance the services assigned to them. As a result, service levels fall far short of what is required local revenues are often limited to a few visible taxes that are difficult and expensive to collect. Whilst

major urban centers may be able to generate significant revenues from property taxes and levies on businesses than rural areas that there may be little to tax. Increased local revenue mobilization often involves coercive extraction from the poor, local governments often suffer from weak institutional capacity, decision-making processes are unsystematic mechanisms of accountability between officials and representatives (www.adukov.com/articles/rural_local_selfgov_challenge/. Accessed April 28/2010).

2.5. Experiences of Decentralization in three African countries:

Uganda, Kenya and Ethiopia

Decentralization entails a set of policies that encompasses fiscal, political, and administrative changes that can influence virtually all aspects of development (Anna K., 2002). The structure of intergovernmental relations affects every thing from the efficiency and equity of service delivery the social safety net and poverty alleviation programs to the development of the financial sector and macro-economic stability. Thus, the rationale of choosing the three African countries decentralization experience, is due to their common socio-cultural, political and economic characteristics. These are the following:

2.5.1. Decentralization in Uganda

In Uganda when the National Resistance Movement (NRM) captured powers and formed the government in January 1986, it is in place of highly centralized administrative structure that stifled local initiatives, misappropriated revenues raised from local populations, promoted inefficiency in utilization of resources and ineffectiveness in the delivery of services to the local populations (Apolo Nsibambi, 2000:1-2).

As Apolo Nsibambi (2000) noted the local government's act was enacted to pave the way for the full implementation of the provisions of the Constitution and the refinement measures and processes introduced to strengthen good governance. Uganda is a republic and has a presidential system of government and an elected parliament. There are three organs of state, the executive, the legislative, and the judiciary each of which is independent and works as a check on the others. Governance is based on democratic principles that empower and encourage the active participation of all citizens at all levels in their own governance (Kisubi, 2002:346).

The local government system evolved as a control mechanism to facilitate resource exploitation. The local councils therefore, could only provide a few services and maintain public order but they could not undertake development programs (Geoffrey B. Tukahebwa, 2000:12-13). In addition, Tukahebwa described that, the local councils particularly at district and sub-county levels have been empowered after decentralization. The powers of these local councils have stipulated in the local government statute 1993, the 1995 Constitution and the 1997 local governments act. Compared to the previous local governments, which were mere appendages of central government, the current decentralization policy is based on devolution and a step towards “democratic” local government.

In Uganda, the districts are linked to the central government through two major departments; the Ministry of local government and the local government finance commission in order to facilitate and enhance decentralization. Planning is one of the functions that have devolved to districts. Districts formulate their own development plans. There are two major organs also involved in the process before final approval of the plans by district council that is responsible for district development plans (ibid).

The decentralization program is increasingly devolving powers from the center to lower level of administration. Regarding decentralization of political powers, Uganda has one of the most ambitious and radical decentralization policies in sub-Saharan African (SSA). In Building upon a long tradition of local government structures in Uganda, the residential policy statement of 1992 formalized and articulated the government’s political commitment to decentralization and its structure of central government, district, county and sub-county (Mohammed, Kisubi, 2002 cited in Hansen H.B. et al., 1998). As Kisubi (2002) noted fiscal decentralization of Uganda, empower local governments to access revenues for effective financing of devolved responsibilities the local government execute their functions using resource transferred from the center mobilized locally. Then resource transfer from the center to local governments takes the form of conditional, unconditional and equalization grants.

Therefore, Mohammed stated that decentralization in Uganda has experienced both as a system and as process of devolution of powers from the central to local authorities. To date, Uganda’s

decentralization has been reasonably deep-rooted as a system and process of local governance, its contributions to improve service delivery; promoting welfare growth and enhancing overall rural development have been national and international recognized.

2.5.2. Decentralization in Kenya

Kenya was a British colony and protectorate from the 1890s until independence in December 1963. Following some Constitutional reforms, Kenya became a one party state from 1982 until 1992 when more parties were allowed following domestic and foreign pressure on the government. The ruling party, Kenya African National Union (KANU) that dominated Kenya's post-independence politics, legalized pluralism in 1992 led to the emergence of several opposition parties based mainly on ethnic lines (*www.csae.ox.ac.uk/workingpaper. Accessed July 29/2010*).

The Kenya government structure has the central government below the central government there are provinces again the provinces are divided in districts each district further divided into divisions or sub-district level (divisional and local level). Its relation vertically with government authority was shared between national and regional governments on a loose federal scheme while horizontal powers were balanced out between the judiciary, the executive and legislative. Parliament was bicameral consisting of a house of representative and an independent election commission managed senate elections to both houses (CTA fact book, 2008).

The local government system in Kenya comprises the ministry of local government, the provincial and district local government offices, and the local authorities. Other key players include the ministry of finance and the controller and auditor-general. Local authorities derive their legal foundation, powers and functions from the Local Government Act, Chapter 265 of the laws of Kenya. The local governments are semi-autonomous and have legal entities with administrative and legal powers are delegated by the central government (UN-HABITAT, 2002). The local government is a key component of the public administrative system, they have powers to raise revenue locally; Local authorities are planning and management authorities as they are supposed to ensure there harmonious development within their areas of jurisdiction. Local

authorities in Kenya are associated with administrative as well as professional (www.osae.ox.ac.uk/workingpapers .Accessed July 29/2010/).

The Kenya's budget and expenditure guidelines set by the central government through the ministry of local government further guide the councils on procedures relating to procurement of goods and services and preparation of realistic budgets. It is mandatory under the local government act that local authorities keep their expenditure within approved estimates (www.ideas.repec.org/p/ays/ispwps/paper0832.html. Accessed July 29/2010 /).

The budgetary process makes a point of matching potential resources with expenditure targets. A key element in the system has also been that revenue resources are assigned in a limited flexible system, which limits local authorities' capacity to develop their own revenue base. Moreover, in development strategies towards promoting more socially equitable economic growth and meeting the basic needs of the poor, wider participation in decision-making were considered essential to the development process. Participation and decentralization considered to have a symbiotic relationship, as successful decentralization requires some degree of local participation. Likewise, in countries with poor history of participation, decentralization can be an important step in creating opportunities for citizen participation. There are no legal or administrative structures for community participation and involvement in the management of Kenya's local authorities, particularly at the ward level. The law only guarantees political participation through civic elections (UN-HABITAT, 2002).

Thus, as stated above decentralization programs in Uganda is increasingly devolving powers from the center to the lower level of administrations, because it emphasis on devolution and also used to empower the lower tiers of government to decide their own issues and participating the citizens in socio-economic development at the grassroots level. The government structure of Uganda is from the higher to the lower tiers such as central government, district, county and sub-county used to facilitate local developments by devolving the powers to local levels in deciding their own issues. In Kenya, also the government structure is central government, province, district, sub-district and local level and it is used for the socio-economic development activities at the local level at the same time the powers and functions of the local governments, they are

semi-autonomous legal entities with administrative and legal powers delegated by the central government. While in their budgetary system, a key element in the system has also been that revenue resources are assigned in a limited flexible system, which limits local authorities' capacity to develop their own revenue base. This may have made a hindrance to decide their socio-economic development issues at the local level to facilitate socio-economic development activities at the grassroots level.

2.5.3. Decentralization in Ethiopia

Ethiopia is a nation, which has more than 75 ethnic diversities. Ethiopia had three forms of social engineering, the first social engineering was designed by Emperor Minilik (1889-1913) but the significance elaborated by Emperor Haileselassie (1930-1936, 1941-1974). Cultural and structural inequalities typified the imperial rule, with ethnic and regional discontent rising until the revolution of 1974 that overthrew the monarch (Muluaem 2009:10-11). The second ethnic social engineering (1974-1991) as Muluaem (2009:11) described the military government attempted to retain a unitary state and addressed the national question within a framework of Marxism Leninism. The military regime created 14 administrative regions and 5 autonomous regions within the unitary form of state but there was no devolution of authority. The Derg's plan was a response to political pressure intended to give some kind of autonomy to groups violently opposed to central rule. Accordingly, the provinces of Tigray; Eritrea, Afar and Ogaden areas, which were some of Ethiopian's unstable regions, were designated as autonomous areas with limited self-governing authority (Meheret, 1998).

The third ethnic social engineering 1991 to the present is the effort exerted by the Ethiopian Peoples Revolutionary Democratic Front (EPRDF) has maintained the Ethiopian state based on ethnic federalism at regional level (Muluaem, 2009). The Transitional Government of Ethiopia, which overthrew the Dreg regime in 1991 and adapted a federal form of state in 1992. The Ethiopian federal system assumed its present shape and form in 1995 following the adoption of the Federal Democratic Republic of Ethiopian Constitution. The 1995 Federal Constitution recognized nine ethnic based regional states and two autonomous city administrations. The regional states and autonomous city administrations are divided into Zone, Wereda and Kebele administrations; the Wereda has both council and executive (cabinet) organs.

Wereda Council: Powers and Duties under article 86, sub-articles 1 and 2. (1) The Wereda council is within the Wereda of its establishment the highest body of state authority. Accordingly, either its accountability shall be to the nationality or the regional council as the case may be appropriate. (2) Under sub-article 2, examines, and approves the draft economic development, social services, along with administrative working plans and programs of the Wereda concerned. Issues guidelines to government its own internal working procedures, considers and approves its own budget, and utilizes any source of revenue of the Wereda concerned which may have been outside the sum allocated officials including the chief administrator for questioning and thereby inquires into the workings of the executive body etc. (Amhara National Regional State, Constitution, No. 2/2001).

Wereda Administration Council: Powers and Duties under article 84/ sub-articles 1 and 2, the Wereda administration council shall, within the territorial area of its organization, has all the powers enabling it to prepare and decide on the economic development and social service plans as well as to implement policies, laws, regulations and directives issued by the regional state organs. Without prejudice to its rights and powers to exercise self-administration, facilitate local development and render decisions with regard to its own internal affairs, each Wereda is a body hierarchically subordinate to the regional government etc. (Amhara National Regional State, Constitution, No. 2/2001).

Kebele Council: Powers and Duties under article 97/ sub-articles 1 to 10. (1). Causes the implementation of guidelines and plans which are issued time after time by the Wereda council and its administrative council throughout the Kebele concerned. (2). Issues legally operational guidelines in the nature of social affairs in a matter that such should not be inconsistent with those policies, laws, regulations and directives enacted by its superior administrative organs and thereby strives for their implementation in the Kebele. (3). Receives the socio-economic development and administrative plans and programs handed over to it by superior administrative organs, sets out detailed implementation schemes with which to realize same in the Kebele concerned and oversees the execution thereof. (4). Introduces such other additional plans as might be of interest to the inhabitants of the Kebele concerned and closely follows up their implementation, etc, (ANRS, Constitution, No. 2/2001).

The Wereda sectoral offices which are led by Wereda executives (cabinet) members, such as, Wereda agricultural office, health, education, finance and economic development, capacity building, land use and environmental protection, micro and small scale business, trade and industry, women affairs, information, youth and sport, Wereda administrative office and cooperative office.

As mentioned above the three African countries' decentralization experiences and the governments' structures explained from the higher to the lower tiers of government that used to provide service delivery from higher to local level. In Uganda, it has devolved the powers to the lower tiers of government then it is used that the local governments in deciding their issues as well as community participation for socio-economic development activities at the local level. In addition, the revenue rising to the local governments in Uganda has practiced the grant systems like conditional, unconditional and equalization to empower local governments financially and to perform their duties effectively.

While in Kenya it has practiced wider participation in decision-making by considering basically to the development process at the local level, however the revenue raised capacities at the local level is limited and inflexible. This may enhance negative contribution in socio-economic development activities at the local level. Concerning to Ethiopia, the Constitution of FDRE already devolved the powers and duties to the lower tier of government or Wereda and Kebele, especially in fiscal and administrative aspect. Subsequently, the devolution contribution regarding the local socio-economic development activities at the Wereda level will be given an emphasis in the study.

2.6. Decentralization and Community Participation

Definitions of community participation: academicians, development agencies and politicians have used the concept of participation differently. It is so an elastic concept that can be used or abused and as a result, many agencies attempt to define community participation in their own context (Clayton et al., 1998; Heck, 2003:2 and Burkey, 1993:75). Community participation is boosting grassroots development plays a key role in the sustainability of programs and quality of life improvements. It brings stakeholders together, to define priorities for projects and programs

increases interest and sense of ownership, which in turn promotes sustainability at the local level. Decentralization facilitates greater participation of communities in project identification, planning and implementation, which in turn increases ownership and the opportunity of sustainability (Heck 2003).

Community participation means different things to different people. In a community development context, participation is 'the inclusion of a diverse range of stakeholder contributions in an on-going community development process, from identification of problem areas, to the development, implementation and management of strategic planning (Heck, 2003). According to Heck the benefits of Participation taps the energies and resources of individual citizens, providing a source of special insight, information, knowledge and experience, which contribute to the soundness of community solutions. Community participation also helps to ensure a more equitable distribution of resources and to improve low-income communities.

Decentralization has increased the access of people in previously neglected rural regions and local communities in participating to central government resources and also improved the participation of communities and enlarged the capacity of local administration to put pressure on central government agencies in making available to the large quantities of national resources for local development (WB, 1996:12). There is certainly evidence that participation, in terms of elections and interaction between elections and local government officials, can be substantially enhanced by decentralization. There is also some modest evidence that democratic decentralization can enhance the speed, quantity and quality of responsive actions from local government (WB, 1996).

Long (2001:16) has defined public participation 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. Participation in political dimensions uses for to choose different policy and programs for the citizens and can widen the political space for different actors to participate in economic and political decision-making (Meheret, 1994:164). In addition, Meheret explained that an open political participation process can provide open policy

debates and free flow of alternative ideas by state and non-state actors is necessary for the development of democratic culture at the local level.

In the process of political participation, the parties will influence the policies by elected representatives and responsive to their need is a practical school for the people to learn about the nature and operation of governance (Bunti, 1994:164). Local government provides the opportunity for political participation such as governments enable citizens to participate in political process in their own areas (John L. Mikesell, 2007:16). Thus, giving greater vitality to democracy rather than government decisions being made in some distant capital, real sovereign choices are making closer to the people (John L., 2007:18). Moreover, political decentralization are used to push decision making down to lower levels of governments and empower communities to exercise self-rule at he local level (Meheret in Smith, 1985; Manor, 1985:80). In addition, Tesfaye (2007:135) in Winker (1989) described that, decentralization at the local level is more commonly undertaken as a means of democratization and increasing citizen participation and a mean of stimulating large financial contributions by the community.

Decentralization also designed to promote the participation of the local community in the management of their own political, social, and economic affairs. Everyone has involved in the process of its implementation, monitoring, and evaluation practice. Thus, the basic rationale for decentralization on both political and economic grounds is the proximity of the government to the people. It is propounded that the more decentralized the government the greater the opportunity for collective choice, the greater the opportunity to supply diverse levels and kinds of government services (Abrar, 1994:98).

Therefore, as mentioned above the community's participation in decentralized administration has different advantages that are from capacity improvement up to the income increments of the local people. Then how the participations of the community are practiced in the study area will be given an emphasis.

2.7. Definitions and Concepts of Development

2.7.1. Definitions of Development

Development has increased improvement in human welfare; quality of life; social well-being satisfying the population needs and wants measured using a range of socio-economic indicators. Development is a multi-dimensional and multi-faceted phenomenon that is a continuous process, which involves diverse agencies and people with different hierarchical levels of living, professing different occupations and having a variety of cultural identities. In addition, in economic aspects it increases in total value of goods and services produced and measured by Gross Domestic Product and it encompasses numerous intervention strategies depending upon the social, economic, political and cultural status of the people (Griffin, 1989).

Furthermore, development strategies usually and typically conceptualized by economists' in terms of savings, investments, imports, exports and growth; so development means the improvement of people's lifestyles through improved education, incomes, skills development and employment. Development also means the people should have decent housing, security, food, clothing and skills to read and write. In addition, development usually involves major changes of social structure, popular attitudes and a national condition of life from unsatisfactory to satisfactory (Griffin, 1989:119).

Moreover, development is also an economic component dealing with the creation of wealth and improved condition of material life and equitable distribution. In the social dimension, development is education, housing, and employment, in the political dimension development includes such values as human right, political freedom and some form of democracy and in the cultural dimension development confers identity and self-worth to people (Moore, 1999:6-8). In addition, development means achievements, realizations and liberation that include economic development and comprehensive endogenous integrated process in socio-economic development activities (UNDP, 2001:172).

2.7.2. Concepts of Development

Development can take place only by solving the problems of poverty of all kinds and of all shades of people, men and women, high and low, advantaged and disadvantaged. In the words of

Amartya Sen “development requires the removal of major sources of un freedom poverty as well as tyranny, poor economic opportunities as well as systematic social deprivation, neglect of public facilities and intolerance or over activity of authoritarian states” (<http://en.wikipedia.org>. Accessed June 27/2010).

Therefore, the local development framework assumes multi-sectoral approach with an active involvement of all segments of the society in all steps, principally in terms of decision-making, accountability and resources management that ensure effective transfer of functions and responsibilities from central to local level. Effective decentralization will mean human, technical and institutional capacity (IGNOU, 2006). In addition, the process of development apart from a rise in output, it involves changes in composition of output, shift in the allocation of productive resources, and elimination or reduction of poverty and inequalities (IGNOU, 2006: 112).

Moreover, decentralized development involves the establishment of machinery for planning, socio-economic growth and mobilizing allocating resources to expand incomes at each tier of government and development incomplete without developing all the sections of society including women and the other excluded sections (Serveaes, 1999). Therefore, there is no a single institution that will provide for permanent prosperity and progress of a county or locality, where development or progress comes from the unceasing and relational institutional initiatives (World Bank, 2001:178). As Zhu Rongji stated development without improving the infrastructure at local level, it will be impossible to bring sustain economic development. Thus, the central or regional government will speed up roads, communication networks, water conservation projects etc. to give facelift to the less developed countries infrastructure (Zhu Rongji, 1999:170). As indigenous approaches to local development, it connects local and regional development in their emphasis by bottom-up ways of growing and nurturing economic activities that are embedded in localities and regions (Stohr, 1990). Sustainable development has promoted policy interventions seeking small-scale decentralized and localized forms of social organization in promoting self-reliance and mutual aid. In addition, participatory development has emerged as an alternative paradigm over the past two decades because of the dominant module of development (Chattering, 2002:157).

Subsequently, development would mean a process of change from the present situation to a better one, with deliberate intervention by citizens and institutions as the concepts of development mentioned above by many scholars. Consequently, the concepts of development whether it is practiced or not at the local level will be analyzed in the study.

2.8. The Linkage between Decentralization and Development

Linkage runs from local governance to local service provision is a key feature of fiscal decentralization and from local service provision to local development. A direct linkage indicating the intrinsic value of governance such as democratic participation or social inclusion is deemed development in itself, feed back link from local development to governance. That means decentralization involves the people in all aspects of development plans and programs (Bunti, 1994:164). Decentralization can also address poverty, gender inequality, environmental concerns and the improvement of healthcare, education and access to technology. And also decentralization brings decision-making closer to the people and therefore, yields programs and services that better addressed to the local needs, that means the administrative and technical capacity of the local organization improved to plan and manage development in their localities (UNDP, 1997).

Effective decentralization also needs control over finance to execute plans and programs initiated by the local people. In the current attempt, fiscal decentralization is accompanied by low fiscal autonomy, creating heavy financial dependence by local regional and central government (Bunti, 1994; 165). However, local government has allowed retaining part of the revenue raised from their localities; they will be in a position to prepare and execute public project and programs by involving the people (Bunti, 1994: 166).

Furthermore, in the Sustainable Development and Poverty Reduction Program (SDPRP), decentralization is defined as one of the pillars of the Ethiopian poverty reduction strategy. Decentralization system of governance has also encouraged sustainable resource generation due to active and voluntary participation of the people. So Wereda decentralization invites people for contributing their share in poverty reduction related programs such as, education and health services, environmental conservation and the like, which is very encouraging for sustainable

development (Mohammed, 2007:158). Moreover, decentralization has re-emerged as a condition of achieving sustainable socio-economic development and as fundamental goals in democratic governance. Therefore, Wereda decentralization has been initiating as one of the reform measures in the country underlining poverty reduction. Ethiopia's Sustainable Development and Poverty Reduction Program (SDPRP) have components of governance and decentralization as its building blocks (Kumera, 2007:111).

In addition, decentralization is considered, as a way of mobilizing support for national development policies by making them better known at the local level. Greater participation in development planning and management supposedly promotes national to local linkages and providing greater opportunity to participate in planning and decision-making at the grassroots level (Kibre Moges, 1994:1-2). Consequently, by participating in the planning process, people can identify their need, set priorities and can commit financial and material resources for their execution. Therefore, in order to enable people to participate in governance as well as socio-economic development, it proposes that development committees be organized from Kebele administration up to the central level to identify needs, formulate projects, mobilize resources and evaluate implementation (Bunti, 1994:170).

The potential advantages of decentralization of government structures, development agencies and democratic decision processes to enhance achievement of poverty reduction and sustainable development objectives are widely accepted (Deryke Belshaw, 2000:93). According to Belshaw (2000:94) the relation to poverty reduction and sustainable development potential advantages can be gained from decentralizing to local and community levels of the processes of democratic decision making, because decentralization is an interactive process.

To the extent, decentralization facilitates optimum resource mobilization at local and effective resource allocation at national levels, and insofar it improves the prospects for efficient and sustainable service delivery, and for income and productivity growth, it is possible to link decentralization to development. What should be born in mind is that decentralization, as a process of structural re-arrangement, cannot be by itself lead to development. It creates an environment for effective mobilization of resources, and for the channeling of capacities and

energies towards the development of local communities (www.worldbank.org/publicsector/decent. Accessed June 18/2010).

As John-Mary Kauzya (2005) described specific conditions must obtain for decentralization to be effective in facilitating democratic participation and development. Among these conditions, the one that conducive to successful and effective decentralization is. (1) a capable State that enjoys sufficient legitimacy and trust from the people; (2) political, bureaucratic and social motivation to plan and implement shared exercise of power; (3) empowered local people (civil society) that can receive and utilize the powers, functions and resources transferred to them, and (4) a commitment from development partners and stakeholders to re-aligning their capacities and resources towards the implementation of substantive decentralization measures (John-Mary Kauzya,2005:15). The overall mandate of decentralization is to ensure political, economic, social, managerial/administrative and technical empowerment of local populations to fight poverty by participating in planning and management of their development process (www.worldbank.org/publicsector/dece. Accessed June 18/2010).

Deryke Belshaw (2000) also stated the impacts of decentralization in development as:

Creating more opportunities for popular participation in democratic procedures for identifying and deciding between alternative development policies and activities; Proving greater accuracy in the design of development policies and activities through increased alternation to local knowledge and site-specific information;

Attaining greater motivation towards and commitment to the development process by all kinds of local people through feelings of ownership,

Based on the literature review decentralization is the transfer of authority from the center to the lower tier of government and it enhances the local community to participate in socio-economic development activities and participating in political spaces. Subsequently, decentralization is an option in order to empower the lower tiers of government or local governance. Thus, the Federal Democratic Republic of Ethiopia as well as the regional states' Constitution clearly grants the powers and duties of the Wereda and Kebele to enhance socio-economic development at the local level. Consequently, this paper will explore the impacts of decentralization in promoting development in Gozamin Wereda. Thus, it will focus at the local level and the Wereda Constitutional powers practices in order to bring the desired development goals and administrative effectiveness.

Chapter Three

Data Presentation, Analysis, and Discussions

This chapter deals with data presentation, analysis and discussions of the findings that are employed through different research instruments or tools. As it is indicated in the methodology part, the target groups of respondents were rural households, Kebele officials, civil servants and sectoral office heads of Gozamin Wereda of East Gojjam Zone Administration officials who are engaged in socio-economic development activities of the Wereda.

There were 327 sample respondents, of which 301 (92 percent) have returned questionnaires while the remaining 26 (8 percent) have not returned questionnaires due to the problems explained in the limitations of the research. The analysis was made using the data obtained from questionnaire, interview, focus group discussions and documents that are systematically been presented, analyzed and discussed in the following sections.

3.1. Personal background of the sample respondents

Background of the respondents is indicated interms of their age, gender, educational status, responsibility, and work experiences in years. Such information was needed to get some insight about the demographic characteristics of the respondents to the study.

As shown in Table 3.1 below, out of the total sample respondents, 84 percent are males and 16percent are females .This shows that males are more involved in socio-economic development activities than females in Gozamin Wereda of east Gojjam Zone. Regarding age distributions of sample respondents; 10 percent are in the age that ranges from 20-24years; 13 percent are in the age that ranges from 25-29 years; 20 percent are in the age that ranges from 30-34 years. 22 percent are in the age that ranges from 35-39 years; 13 percent are in the age that ranges from 40-45 years; 9 percent are in the age that ranges from 46-50 years; 8percent are in the age that ranges from 51-55 and 5percent of them are above 55 year of age.

With regard to the level of education as indicated in Table 3.1, out of the total sample respondents, 48 percent are literates; 28 percent are at first cycle of primary education (1-4

grades); 13 percent are at second cycle of primary education (5-8 grades); 9 percent are at secondary school level (9-12) and 2 percent have diploma.

Table 3.1. Rural Households in Gozamin Wereda by Sex, Age and Education

Description		Types of Respondents	Percent
		Rural Households	
Sex	Male	166	84
	Female	31	16
	Total	197	100
Age	20-24	19	10
	25-29	26	13
	30-34	40	20
	35-39	43	22
	40-45	25	13
	46-50	18	9
	51-55	16	8
	>55	10	5
	Total	197	100
Education	Literate	95	48
	1-4	55	28
	5-8	26	13
	9-12	18	9
	Diploma	3	2
	Total	197	100

Source: Survey data, 2010

Therefore, from this data, it is understood that the majority of households are literate and the rest have different educational backgrounds, so they could understand the questionnaires offered to them to give the required answers.

Table 3.2 shows below, out of the total sample respondents 100 percent are males. This shows that males are more involved in different political leading position in the Kebele than females in Gozamin Wereda. This implies that unequal opportunity both gender participation at Kebele administrations levels in the Wereda. Regarding age distributions of sample respondents; 17percent are in the age that ranges from 25-29 years; 25 percent are in the age that ranges from 30-34 years; 17 percent are in the age that ranges from 35-39 years; 8 percent are in the age that ranges from 40-45 years; 33 percent are in the age that ranges from 46-50 years.

With regard to the level of education, out of the total sample respondents, 33 percent are at first cycle of primary education (1-4 grades); 59 percent are at second cycle (5-8 grades) and 8 percent are at secondary school level (9-12).

Table 3.2. Kebele Officials in Gozamin Wereda by Sex, Age and Education

Description		Types of Respondents	
		Kebele Officials	
		Percent	
Sex	Male	12	100
	Female	–	–
	Total	12	100
Age	25-29	2	17
	30-34	3	25
	35-39	2	17
	40-45	1	8
	46-50	4	33
	Total	12	100
Education	1-4	4	33
	5-8	7	59
	9-12	1	8
	Total	12	100

Source: Survey data, 2010

Therefore, from this data, it is understood that the entire sample Kebele Officials educational backgrounds are first cycle primary education and above, so they may possibly understand the questionnaires offered to them to give the required answers.

Table 3.3 shows below; from the total sample civil servants, 83 percent are males and 17 percent are females. In age distributions; 15 percent are in the age that ranges from 20-24 years; 34 percent are in the age that ranges from 25-29 years; 6 percent are in the age that ranges from 30-34 years; 15 percent are in the age that ranges from 35-39; 13 percent are in the age that ranges from 40-44 years and 17 percent are in the age that ranges from 45-49 years. With regard to the level of educational backgrounds; out of the total sample civil servants; 15 percent of them have completed 12th grade; 57 percent are diploma holders while the rest 28 percent of them have bachelor degrees.

Table 3.3. Civil Servants in Gozamin Wereda by Sex, Age and Education

Description		Type of Respondents	Percent
		Civil Servant	
Sex	Male	76	83
	Female	16	17
	Total	92	100
Age	20-24	14	15
	25-29	31	34
	30-34	6	6
	35-39	14	15
	40-44	12	13
	45-49	15	17
	Total	92	100
Education	9-12	14	15
	Diploma	52	57
	1 st Degree	26	28
	Total	92	100

Source: Survey data, 2010

Thus, different age combinations may provide better understanding of their localities and since majority of them are diploma holders and above then they can appropriately respond what they are asked.

Total number of interviewed sample respondents is nine, five of them are Gozamin Wereda sector office heads and four of them are Zonal administration department heads and the administrator all of them are males. In age distribution, out of the 9 sample respondents; 11 percent of the respondents are in the age that ranges from 25-29 years; while 33 percent of the respondents are in the age that ranges from 30-34 years; 22 percent are in the age that ranges from 35-39 years; and 33 percent are in the age that ranges from 40-44 years. With regard to the level of education, out of the total sample respondents 33 percent are diploma holders while 67 percent have bachelor degrees. Interm of service years, out of the total sample respondents; 11 percent ranges from 5-10 years; 22 percent ranges from 11-15 years and 56 percent ranges from 16-21 years (survey data, 2010).

From the data described above it is clear that the sample Wereda sectoral office heads and Zone sectoral department heads are all males. This shows that there is gender disparity in government

positions at different levels of Gozamin Wereda and Zonal administration. Regarding to the level of education, all sample Wereda and Zone officials are diploma and 1st degree holders. Therefore, different age combination, work experience and educational status, can provide relevant information and rationally understand what they are asked for the purpose of the study.

In the focus group discussions, there were 7 participants that comprise of Kebele administrators and extension workers. Out of the total sample respondents, 86 percent are males and 14 percent are females. In addition, 2 of the respondents of Kebele officials have second cycle primary education (5-8 grades); 2 of the respondents have completed their secondary education and 3 of the respondents are diploma holders, they are health and agricultural extension workers (survey data, 2010). Therefore, it is good that the Kebele officials and extension workers could understand the questionnaire and actively participate in the agenda of discussions in order to get relevant information for the study.

3.2. Decentralization in promoting development

The Constitution of Amhara National Regional State No. 2/2001 article 91/1(a), the Wereda administration can implement policies, laws, plans and programs initiated and formulated by both the federal and regional states throughout the Wereda. This creates opportunities to the lower tier of government to plan and implement those policies and strategies based on their situations. As a result of this Constitutional entitlement, Gozamin Wereda administration has been established two legal tiers of administration; that is the Wereda and Kebele administrations with their corresponding powers, duties and responsibilities to implement socio-economic development activities within its territory. Therefore, the results that have been achieved in education, health, and agriculture in the Wereda during the last nine years are shown below.

Education

As it is shown in Table 3.4 below, in the education sector, the enrollment of students has increased from 2002 to 2010 by 15 percent, 5 percent, 2 percent, 6 percent, 3 percent, 2 percent, 1 percent and 3 percent in successive years respectively. Entirely there is 40 percent of increment on students' enrollment from 2002 to 2010 and the number of classrooms has increased by 99 percent from 2002 to 2010. On the other hand, students to classroom ratio and students to teacher

ratio have decreased from 1:91 to 1:62 and 1:115 to 1:68, from 2002 to 2010 respectively. Gross enrollment in Gozamin Wereda is also more than 85 percent (Gozamin Wereda education sector office annual reports, 2010).

Table 3.4. Number of Students, Teachers and Classrooms in Gozamin Wereda

Year	No. of students (Grade 1-12)			Classrooms	No. of Teachers			Classroom to student Ratio	Teacher to student ratio
	M	F	Total		M	F	Total		
2002	11262	9840	21102	230	110	72	182	1:91	1:115
2003	14211	10122	24333	282	128	97	225	1:86	1:108
2004	14970	10436	25406	318	165	156	311	1:80	1:82
2005	14998	10851	25849	422	150	190	340	1:70	1:76
2006	15748	11550	27298	447	199	201	400	1:61	1:68
2007	15561	12436	27997	447	214	198	412	1:62	1:67
2008	15403	13010	28413	450	211	202	413	1:62	1:68
2009	15415	13263	28678	456	212	205	417	1:61	1:68
2010	15443	14002	29445	458	216	213	429	1:62	1:68

Source: Gozamin Wereda Education Sector Office documents, 2010

According to Griffin (1989:119) development in social dimensions means, the improvements of people's lifestyles through improved education, incomes and skills to read and write. As Griffin, education is a means for development by scaling up the knowledge of the people to innovate new things for their community. Therefore, the enrollment of students, the number of teachers and construction of schools in Gozamin Wereda have increased as it is indicated in Table 3.4 above.

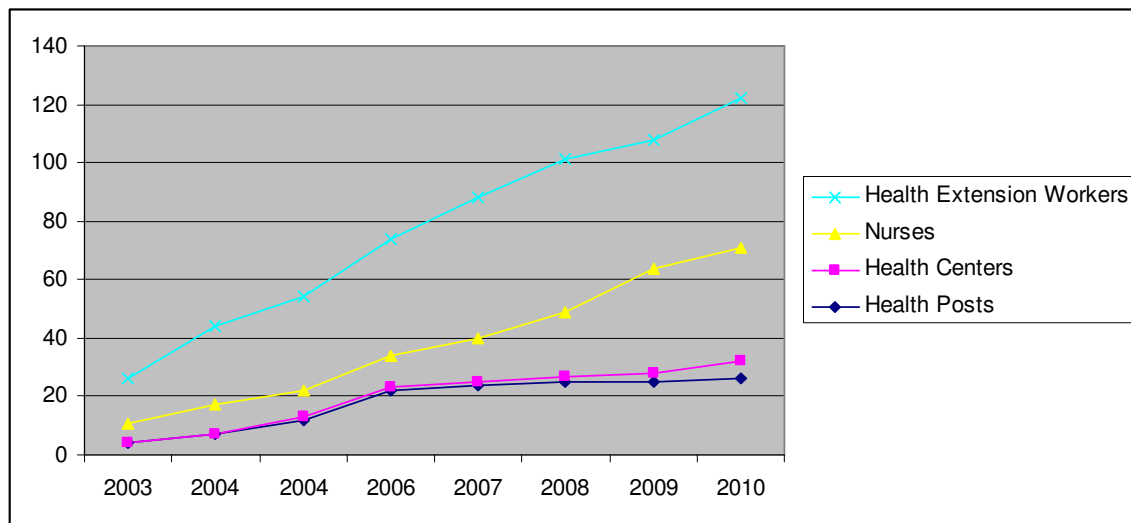
Health

Martinsson (1997) noted that by devolving resources and decision-making powers to local governments' decentralization can generate financial capacities and efficient quality gains of effective delivery of services at the local level. Corresponding to this fact, the health service in Gozamin Wereda reveals as follow. Health posts provides primary health services for the community and it serves up to a maximum of 5000 rural population, while health center provides

comprehensive pathological treatments to the community and it serves up to a maximum of 25,000 inhabitants (Wereda health sector, office annual reports, 2010).

The number of health posts in the Wereda from 2003 to 2010 has increased by 550percent; then the percentage is very high because of the low performance of the base year. That is in 2003 there were only 4 health posts in the Wereda while in 2010 it has increased into 26 health posts. Moreover, the constructions of health centers from 2005 to 2010 are increased by 500percent. That is in 2005 there was 1 health center in the Wereda while in 2010 the number of health centers are increased into 6. The number of health extension workers has also been increased from 2003 to 2010 by 240percent. That is in 2003 the number of health extension workers was 15 while in 2010 the number of health extension workers has also increased to 51(see Figure 1 below).

Figure 1. Health posts, health centers, nurses and health extension workers from 2003 to 2010 in Gozamin Wereda



Source: Gozamin Wereda Health Sector Office documents, 2010

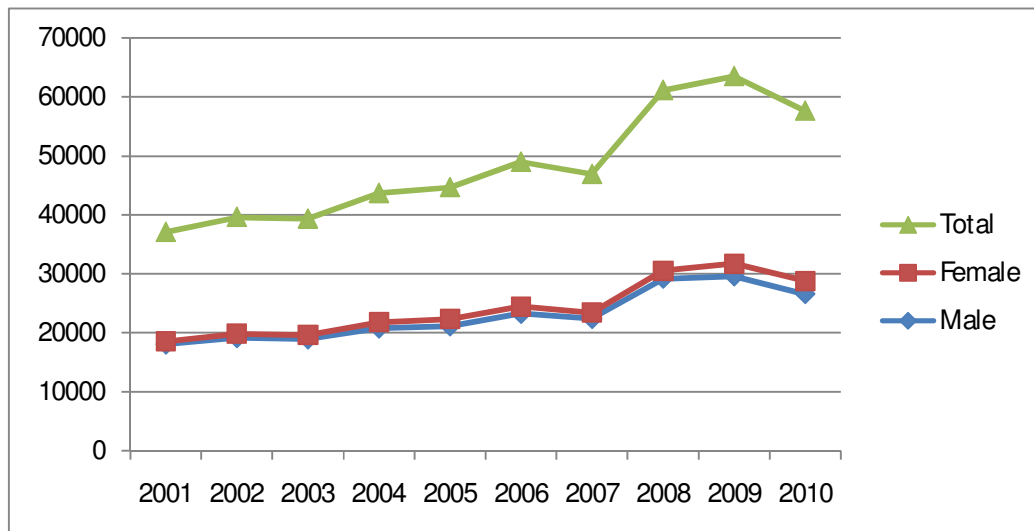
The number of nurses has increased from 2003 to 2010 by 457 percent. That is in 2003 there were 7 nurses, while in 2010 it has increased into 39 nurses (Wereda health sector office annual reports, 2010). Hence, the percentages mentioned above are very high because of very low performance of the base year in Gozamin Wereda health sector.

Regarding health service coverage based on the population ratio, it is revealed that health posts coverage is 97 percent while health center coverage is 100 percent in Gozamin Wereda. Thus, this shows that there is a progress in health services at Wereda and Kebele levels.

Agriculture

The number of farmers who benefited from agricultural extension services in the Wereda from 2001 to 2010 has increased by 71percent. In 2001 there were 18,556 extension service beneficiaries while in 2010 this has reached to 31,715, its coverage is also more than 83percent of the rural households which are participated on agricultural extension services (see Figure 2 below).

Figure 2. Number of farmers extension beneficiaries' from 2001 to 2010 in Gozamin Wereda



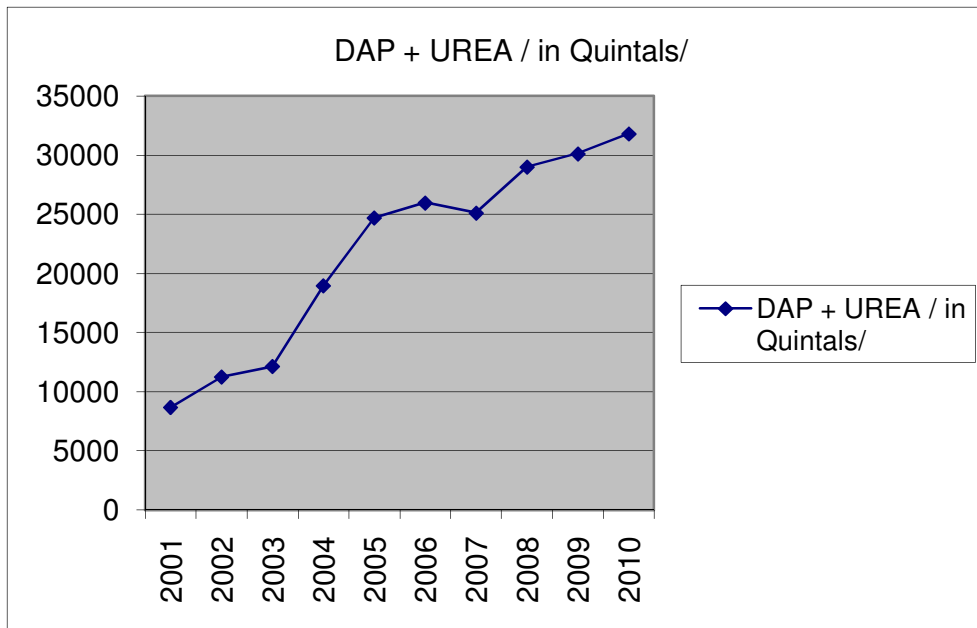
Source: Gozamin Wereda Agricultural Sector Office documents, 2010

In order to provide training in agricultural extension activities, 22 farmer-training centers have also been established from 26 Kebele administrations. That is the programs include 22 Kebeles (85percent) of the Kebele administrations and this has indicated in Appendix XIII (Wereda agricultural sector office annual reports, 2010).

Thus, the number of farmers who are included in agricultural extension services have benefited more interms of the utilization of improved agricultural inputs and farm implements and as a result, they have increased the productivity of their farmland.

As it is shown in Figure 3 below, the utilization of improved agricultural inputs, such as fertilizer (DAP & UREA) from 2001 to 2010 has amazingly increased by 267 percent, this means that in 2001 it was distributed 8,675 quintals of DAP and UREA while in 2010 it has reached in to 31,803 quintals of DAP and UREA. The percentage of the utilization of agricultural inputs is very high because of low achievements of the base year, and it has shown in Appendix XIV.

Figure 3. Agricultural inputs utilization in quintals in 2001 to 2010 in Gozamin Wereda



Source: Gozamin Wereda Agricultural Sector Office documents, 2010

In addition, water points are constructed by an average of three water points in each Kebele administration. Spring water development have also been established by an average of 2 to 3 in each Kebele administration as it is indicated in Appendix XIII and when it comes to rural road construction, 98.5 km. road is constructed to connect Kebele centers to the Wereda town (Wereda agricultural sector office annual reports, 2010).

The secondary data collected from three sectoral offices depict that, the infrastructure construction, student enrollment, number of teachers, number of nurses and health extension workers, and the number of development agents and agricultural extension beneficiaries have shown significant progresses during the last ten years. The active participation of the local

community in the constructions of roads, schools, health institutions, agricultural extension training centers etc, is useful to promote development at the grassroots level.

In addition, in focus group discussions, majority of the participants appreciated the development activities in health, education, and agricultural sectors at the grassroots level. The respondents also indicated that the Kebele administrations have been providing better public services for the community at the Kebele level. Thus, the Kebele and the Wereda administration has been providing good service delivery for the communities in every field of activity, especially in rural road constructions, soil and water conservation activities, small-scale irrigation scheme, health center constructions etc, which reveals gradual progresses in local development and good governance areas at the grassroots level.

However, regarding the progresses in the socio-economic development activities, there are gaps that should be filled up through continuous efforts by both the officials and community. According to the respondents, amongst the gaps the most important ones are free-promotion of students without evaluations in the first cycle primary education (1-4 grades) that reduces the quality of education. Even the teachers, who teach at this level, not accept the policy to promote students without evaluations. In addition, health posts and health centers are not well equipped with medical equipments supplies and human resources and they are not providing efficient and effective services to the community. Moreover, the constructed water points to provide pure drinking water in the Kebele are not enough to meet the needs of the majority of the community because of scattered settlement of inhabitants in different Kebeles and the presence of many sub-Kebeles (Gott) within the Kebele.

3.3. Decentralization practices in Gozamin Wereda

Kumera (2007:111) described that decentralization has re-emerged as a condition of achieving sustainable socio-economic development and as a fundamental goal in democratic governance. Consequently, Wereda decentralization has initiated as one of the reform measures in the country underlining poverty reduction programs. Decentralized decision-making could also contribute to more efficient pattern of public investment and thereby enhance efforts to promote socio-economic growth (Abrar, 1994: 98). In addition, the potential advantages of decentralized

government structures, development agencies and democratic decision processes to enhance achievement of poverty reduction and sustainable development objectives are widely accepted (Deryke Belshaw, 2009: 93). To have the same pace with this fact, the sample respondents replied about the contribution of decentralization in promoting local level development has presented below in Table 3.5:

Out of the total sample respondents, 8 percent marked very high, 22 percent indicated high, 38 percent viewed moderate, 19 percent labeled low and 13 percent responded as very low about the Wereda administration decision process under its jurisdiction (see Table 3.5 below).

So, majority (68 percent) of the respondents have positive impression that the Wereda administration can decide on political, social and economic issues under its jurisdiction and while the remaining 32 percent of respondents have negative impression regarding the decisions on important issues that is undertaken at Wereda level, this is because of dependency on the zonal administration.

Table 3.5. Response of Civil Servants on decentralization practice

To what extent does the Wereda administration decide on issues under its jurisdiction?		
Rank Scale	Type of respondent, Civil Servants	
	No. of respondents	Percent
Very high	7	8
High	20	22
Moderate	35	38
Low	18	19
Very low	12	13
Total	92	100

Source: Survey data, 2010

This is supported by the Constitution (No.2/2001) of the Amhara Regional State, which states that the Wereda administration council has the rights within the territorial area of its organization that have all the powers enabling it to prepare and decide on their issues supports this idea. While the remaining significant number of respondents' response was the Wereda decisions are dependent on the Zonal administration in matters of the Wereda activity areas, which is because of lack of capacity and skills that leads to the Zone cabinets' in the Wereda matters.

In the interview conducted, the Wereda administrator has explained that the Wereda cabinets have been deciding on Wereda issues based on the entitlements to the regional Constitution provided to the Wereda's powers and duties. However, due to the capacity gaps, the Zone cabinets (officials) are providing administrative and technical assistance to the Wereda on by using checklists of the Wereda activities and evaluating the performance of Wereda in the field and on the desk periodically. The Zone administrator also stated that the Weredas could decide their issues independently without waiting for higher tiers of government. However, because of the inherent capacity gaps, they are not always performing well administrative and development activities independently. Based on the Wereda's performance of their annual plan the Zone cabinets grouped the Weredas according to four groups and each group contains a minimum of six Weredas. Then one Zone cabinet monitors and follows up six Weredas frequently based on the checklists prepared to evaluate Wereda activities.

Table 3.6. Opinions of Rural Households on the contribution of decentralization in local development

In your opinion what is the contribution of decentralization in local development in practice?		
Rank Scale	Type of respondent Rural Households	
	No. of respondents	Percent
Very high	28	14
High	55	28
Moderate	67	34
Low	29	15
Very low	18	9
Total	197	100

Source: *Survey data, 2010*

As indicated in Table 3.6 above, 76 percent of respondents have confirmed that decentralization contributes in promoting local development while the remaining 24 percent of them viewed that, the contribution of decentralization for local development is low and very low. This indicates that the majority (76 percent) of the rural households had appreciated the rural developments in all dimensions of their localities. However, the rest 24 percent of the rural households hardly appreciated the contribution of decentralization in promoting local development in its locality because they felt that they are not beneficiaries from socio-economic development at the local level.

Decentralized development involves the establishment of machinery for planning, socio-economic growth and mobilizing allocating resources to expand incomes at each tier of government and development has incomplete without developing all the sections of society including women and the other excluded sections (Serveaes, 1999). Corresponding to this fact, the sample respondents' responses are tabulated in Table 3.7 below.

Table 3.7. Opinions of Kebele Officials on the contribution of decentralization in local development

In your opinion what is the contribution of decentralization in local development in practice?		
Rank Scale	Type of respondent, Kebele Officials	
	No. of respondents	Percent
Very high	-	-
High	6	50
Moderate	6	50
Low	-	-
Very low	-	-
Total	12	100

Source: *Survey data, 2010*

As shown in Table 3.7 above, 100 percent of the sample respondents have positive impression in the contribution of decentralization for promoting local development in practice at the local level. All of the respondents (100 percent) have confirmed that there is local development, because of the local community participation in socio-economic development activities and as the literature stated with active involvement of all segments of local community mostly on decision-making, accountability and efficient resource management is able to bring development at the local level.

Belshaw Deryke (2001:23-94) described that decentralization provides greater accuracy in the designing of development polices and strategies through increased alternatives to local knowledge and site-specific information and attaining greater motivation towards commitment to the development process by all kinds of local people through feelings of ownership. Moreover, decentralization improves government's responsiveness to the public and increase the quantity and quality of services to be provided, and more effective and efficient management of economic development could achieve through decentralization by allowing greater discretion to local

managers in decision-making (Kibre, 1994:12). This implies that decentralization contributes for local development by developing sense of ownership at the grassroots level.

As it is shown in Table 3.8 below, 79 percent of respondents, have positive impression regarding the advantage of decentralization for local development. While the remaining, 21 percent of respondents have negative impression in the contribution of decentralization for local development.

Table 3.8. Opinions of Civil Servants on the contributions of decentralization in local development

In your opinion what is the contribution of decentralization in local development in practice?		
Rank Scale	Type of respondent, Civil Servants	
	No. of respondents	Percent
Very high	6	6
High	29	32
Moderate	37	41
Low	16	17
Very low	4	4
Total	92	100

Source: Survey data, 2010

The interview conducted in the Wereda agricultural office head and Wereda administrator supported the response of Table 3.8 respondents; they have explained that decentralization has contributed for local development at every aspect such as, the expansion of education services, health services, agricultural extension services, community participation and the like. The responses revealed that decentralization has great contribution to local development by increasing local participation. The literature that has been stated by different authors also showed that decentralization has multifaceted advantage to local developments by developing sense of ownership in implementing socio-economic development activities and addressing the administrative decisions in their locality.

However, in Tables 3.6 and 3.8 above, 45 percent of the respondents indicated that the achievement of decentralization in promoting development is low and very low (negative impression) in mobilizing and co-coordinating of human and financial resources. In line with this, as Lewa et al. (2004) described that the performance and accountability of sub-national or local governments are constrained by a number of factors, such as limited resources, weak

institutional capacity, inadequate mechanisms of accountability, and limited availability of information. In this regard, in socio-economic development and good governance activities, one Kebele is different from the others because of the limited resources, capacity and accountability at the Kebele level.

As indicated in Table 3.9 below, 92 percent of the respondents have positive responses regarding the progress of education services in the Wereda after decentralization while the remaining 8 percent of them have given negative responses about the progress of education services after decentralization in Gozamin Wereda.

Table 3.9. Rural Households response on educational services

Do you believe that decentralization has brought a progress in education services?		
Rank Scale	Type of respondent, Rural Households	
	No. of respondents	Percent
Very high	25	13
High	87	44
Moderate	69	35
Low	10	5
Very low	6	3
Total	197	100

Source: Survey data, 2010

Consequently, majority of the respondents, (92 percent) have responded that decentralization has brought a change on education services in the Wereda. This has confirmed also on the secondary data that the enrollment of students, the number of teachers, and the number of classrooms had increased by an average of 5 percent, 12 percent and 10 percent respectively in each successive year in 2002 to 2010 in Gozamin Wereda.

The Wereda education office head has also supported the responses in Table 3.9. The office head explained that the number of students has been increasing every year, because of that the awareness of the community has increased to send their school age children to the school. For this reason, the communities are also contributing by constructing primary schools on its own initiatives, after that they are asked the government to hire teachers and fulfilled other materials.

Gozamin Wereda administrator and head Wereda education office (both) appreciated the change and expansion of education in the Wereda. They have also added that the prevailing changes came after the implementation of decentralization, they emphasized that before decentralization, and there were a few primary schools in the Wereda because the communities' participation in constructing schools and other institutions was very low. On the other hand, there is now an emerging sense of ownership within the community in socio-economic development activities. Their participation on such area has increased from year to year when compared to the previous ones.

Hence, the shift from centralized to decentralized form of governance effects poverty reduction by increasing community participation at local level in socio-economic development activities. As confirmed from the primary survey data majority of the respondents appreciated the progresses of education in the Wereda. As it is seen from the primary survey data, majority of sample respondents have appreciated the existing improvements in education sector at the Wereda level. From these finding, we can sum up that the shift from centralized to decentralized form of governance contributes towards the reduction of poverty by enabling the community to participate in socio-economic activities at the local level.

On the other hand, few number of respondents has complaint on its progress due to the far distance of sub-Kebeles (Gott) from the school center within the Kebele or because of geographical locations; the accessibility of education services is low and very low. In addition, in the conducted focus group discussions, some of discussants raised voices strongly about the problems related to the quality of education. They argued that the decline in the quality of education is due to the lack of teaching materials and the policy of free promotion of students in the first cycle primary education (1-4 grades).

Out of the total sample respondents, 82 percent have confirmed positively that decentralization has brought prominent change on health services in the Wereda, while the remaining 18 percent responded negatively about the progress on health services in the Wereda (see Table 3.10 above).

Table 3.10. Rural Households response on health services

Do you believe that decentralization has brought a progress in health services?		
Rank Scale	Type of respondent, Rural Households	
	No. of respondents	Percent
Very high	19	10
High	71	36
Moderate	71	36
Low	26	13
Very low	10	5
Total	197	100

Source: survey data, 2010

Moreover, as shown in table 3.10, health posts, health centers, nurses and health extension workers has also been increased by an average of 35 percent, 47 percent, 32 percent and 25 percent in each year for the last four years respectively as it is shown in Appendix IX.

In the focus group discussions, majority of the discussants also confirmed the findings in Table 3.10. That there are health posts and health extension workers in every Kebele and they are providing better services at the local level. Due to this, the awareness of the community members has been increased from time to time on matter of personal hygiene and family planning as compared to the previous years. However, 13 percent and 5 percent of the sample respondents' interms of the health services have responded low and very low respectively. In addition, within a Kebele, there are scattered sub-Kebeles (Gott) and this adulated geographical location, leads to less access to the health services provided in an efficient and effective primary health care and vaccination at every spot.

Therefore, from the above data, it can be concluded that there is a gradual progresses in health services at Kebele level. On the other hand, due to the scattered settlement and many sub-Kebeles (Gott) within the Kebele there are difficulties to get the health services equally to the community residing at the sub- Kebele (Gott) level.

As indicated below in Table 3.11, 67 percent of the respondents marked (high and very high together) that decentralization has brought progress in the agricultural sector extension services. Concerning utilization of improved seeds and fertilizer, 26 percent labeled moderate progresses,

while the remaining 7 percent viewed as low and very low progresses of improved, agricultural inputs utilization in the rural area. A majority (93 percent) of the respondents have positive impression on the progresses of improved agricultural inputs utilization in Gozamin Wereda. While the remaining 7 percent of respondents have negative impression in the progresses of improved agricultural inputs utilizations. Their opinion to this that they lack access to credit service and because of lack of road infrastructure and distance extension services could not reach far Kebeles as compared to the nearby Kebeles from the Wereda town or center.

Table 3.11. Rural Households response on agricultural extension services

Do you believe that decentralization has brought progress in agricultural extension services, in utilization of improved seed and fertilizers?		
Rank Scale	Type of respondent, Rural Households	
	No. of respondents	percent
Very high	36	19
High	94	48
Moderate	53	26
Low	10	5
Very low	4	2
Total	197	100

Source: survey data, 2010

In addition, as it is shown in the secondary data in Figures 2 and 3, agricultural extension beneficiaries and utilization of improved agricultural inputs in the Wereda have increased by 55 percent in 2001 to 267 percent in 2010 and it is indicated in Appendix XII.

Furthermore, one of the interviewees (Wereda agricultural sector office head) explained that the utilization of improved agricultural inputs by the farmers has increased for the last ten years. At the same time, their incomes also increased dramatically because they are trying to produce market-oriented products as compared to the previous years. Additionally, more than 83percent of the rural households have been participating in different agricultural extension packages in Gozamin Wereda (Wereda agricultural sector office annual reports, 2010). The rationale of decentralization on both political and economic areas is the proximity of the government to the

people in general and providing socio-economic development activities at the local level in particular.

As it is shown in Table 3.12 below, from the total sample respondents of Kebele officials, 58 percent labeled the utilization of improved agricultural inputs by extension beneficiaries or the farmers is high and the rest 42 percent of the respondents viewed the utilization of improved agricultural inputs is moderate.

Therefore, 100 percent of the respondents have positive responses about the progresses of the utilization of improved agricultural inputs in the rural area, inspite of the fact that the agricultural extension workers were assigned at the Kebele level, that provides close supervision at the grassroots level, and then this has increased the awareness of the farmers in extension programs.

Table 3.12. Kebele Officials response on agricultural extension services

Do you believe that decentralization has brought progress in agricultural extension services, in utilization of improved seed and fertilizers?		
Rank Scale	Type of respondents, Kebele Officials	
	No. of respondents	Percent
Very high	-	-
High	7	58
Moderate	5	42
Low	-	-
Very low	-	-
Total	12	100

Source: survey data, 2010

From the primary and secondary data and the literatures it could be observed that the participation of the community has increased due to the more decentralized government services at the local level. For this reason, the services provided for the community in agricultural extension, health and education services are more promising in Gozamin Wereda.

However, a few number of respondents have negative impression towards the progresses of these sectors because the services have not been addressing at every sub- Kebele in the Wereda.

3.4. Community participations in development activities in Gozamin Wereda

3.4.1. The participation of the community in planning processes

Bunti (1994:170) stated that by participating in the planning processes of programs or projects of any kind people can identify their needs, by set priorities and can commit financial and material resources for its execution. According to him, the aim of decentralization is to involve the people in all aspects of development plans and programs. Moreover, the participation of the community and decentralization at the local level is more commonly has undertaken and a means of stimulating large financial contribution by the community (Tesfaye, 2007:135 in Winkes, 1989). The greatest participation in development planning and management supposedly promotes national to local linkages and providing greater opportunity to participate in planning and decision-making at the grassroots level (Kibre, 1994:1, 2). According to Kibre, decentralization stimulates financial contributions from the community and participation towards development plans at local level. This implies that the participation of the community in planning processes can be used to establish sense of ownership in the achievement of activities in an efficient and effective ways. Corresponding to this fact, the respondents' response on community participation in planning processes at the local level is portrayed as follow.

When we look at the participation of the rural households on planning preparation and prioritizing the socio-economic development activities in their Kebeles, 63 percent of respondents marked Yes, while the remaining 37 percent of them viewed No (see Table 3.13 below).

Table 3.13. Rural Households response on participation of plans preparation

Are you involved in the preparation of the Kebele development plan to set priorities?		
Rank Scale	Type of respondent, Rural Households	
	No. of respondents	Percent
Yes	125	63
No	72	37
Total	197	100

Source: Survey data, 2010

Therefore, as shown in Table 3.13 above, majority of the respondents (63 percent) responded that the communities actively participating in local planning and prioritizing their social and

economic problems. This indicates that the awareness of the community's participation concerning their own issues at the local level is promising. While 37 percent of the households have not participated in local planning processes also would not participate in the implementation of the plan because they do not have the chance to understand the socio-economic development plans. Hence, significant number of respondents (37 percent) indicated that they are not participated in local plan preparation processes. This shows that there are gaps in raising awareness of the community to participate in the planning processes at the local level, due to the reluctance of officials to mobilize the community consequently; it has resulted in denial of the community to participate in planning implementation to achieve socio-economic gains of development activities at the local level.

As shown in Table 3.14 below, to the question asked weather or not the plans prepared by the Kebele and Wereda officials were included the interests of the community, 61 percent of the respondents indicated Yes, while the rest 39 percent of respondents viewed No. Thus, majority (61 percent) of the respondents marked positive responses on socio-economic development plans preparation at the Kebele and Wereda level considers the interests of the community. While the remaining, 39 percent of the respondents have responded negatively that Wereda and Kebele plan participation is not participatory and demand driven.

Table 3.14. Response of Rural Households on the Kebele and the Wereda plans

Do you believe that the plans that were prepared by the Kebele and the Wereda have included the interests of the community?		
Rank Scale	Type of respondent, rural households	
	No. of respondents	Percent
Yes	120	61
No	77	39
Total	197	100

Source: Survey data, 2010

In addition, the interview conducted with Wereda finance and economic development office head showed that the Kebele officials at Kebele level have been preparing their annual socio-economic development plan, based on the interests of the community at the Kebele level. According to these interviewees, the Kebele development plan is done by planning committee who are selected among the community based on some capacity criteria and experience together

with the Kebele officials. In the group discussions, majority of the participants have also confirmed that before the preparation of the annual plans of the Kebele, planning committee members of the community have discussed with the Kebele officials about the issues and set priorities to incorporate the interests of the community's in the annual plans of the Kebele.

On the other hand, Wereda finance and economic development head explained that there is a gap in full participation of the community during the planning processes at the grassroots level because of the reluctance and skill of the Kebele officials in identifying the problems and set priorities by involving the community's in their Kebele annual plans. Due to this and other problems during implementation of the Kebele plan, is always facing challenges to achieve its predetermined goals. This leads to failure in system by not involving the many stakeholders and community that could contribute and support the plan implementation in terms of money, labor and material. Furthermore, in the group discussions few number of discussants has elaborated the shortcomings of community participation in planning and prioritizing their local issues and problems to be achieved and solved by the Kebele annual plans and its implementation.

Therefore, from the above data it would be understood that the Kebele annual plans at the Kebele levels have to be prepared based on the common interest of the community. The sample respondents, interviewed officials and majority of the discussants in the group discussions and literatures confirmed this fact. However, due to lack of mobilization and capacity of officials the community does not fully participate in the preparation of local development plans to achieve the desired outcome to benefit the local community.

As it is shown in Table 3.15 below, from the sample respondents, 83 percent of them marked Yes, the plans were prepared by the Kebele officials at the local level and the compiled plans at the Wereda level has included the interests of the community. While the rest 17 percent of the respondents have indicated that the plans were prepared at Kebele and Wereda level have not been considering all the issues with were raised by the community at the Kebele level.

Table 3.15. Response of Kebele Officials on the Kebele and Wereda plans

Do you believe that the plans that were prepared by the Kebele and the Wereda included the interests of the community?		
Rank Scale	Type of respondent, Kebele officials	
	No. of respondents	Percent
Yes	10	83
No	2	17
Total	12	100

Source: Survey data, 2010

Data from Table 3.15 implies that the planning process at the Kebele and the Wereda level incorporated the interest of the community and the priorities are set based on the desire of the same at the local level. However, due to the lack of human and financial resources not all issues, which were raised by the community at the Kebele level, not always included and which results hindrance in implementation process of socio-economic development activities at the Kebele level.

As indicated in Table 3.16 below, 40 percent of respondents, marked very high and high together different stakeholders' involvement in planning and implementation of development activities in the Kebele and 40 percent indicated moderate involvement. While the remaining 20percent showed low and very low involvement of stakeholders at the Kebele in planning and implementation of development activities. Subsequently, majority of the respondents (80 percent) of them have confirmed that the involvement of stakeholders in socio-economic development plans and implementation of activities at the local level plays a great role for local development.

Table 3.16. Response of Rural Households on stakeholders involvement at local planning

Are there involvements of stakeholders in planning and implementation of development activities in your Kebele?		
Rank Scale	Type of respondent, Rural Households	
	No. of respondents	Percent
Very high	13	7
High	65	33
Moderate	80	40
Low	29	15
Very low	10	5
Total	197	100

Source: Survey data, 2010

Furthermore, in the focus group discussions majority of the key informants had appreciated the stakeholders' participation, especially in development activities on spring water development, establishing water points and sanitation, and rural road constructions, this is supported the responses in Table 3.15. Moreover, primary schools, health posts and health centers construction have taken place by mobilizing the community's labor, material and cash contribution; this is indicated in Appendices X and XIV.

The involvement of stakeholders in prioritizing and formulating the development plans has significant contribution in the majorities of rural Kebeles. However, every Kebele has many sub-Kebeles (Gott), so the stakeholders such as governmental and non-governmental organizations have limitations in addressing problems of every corner of the society. Also few number of respondents (20 percent) shown that the involvement of stakeholders is low and very low.

As indicated in Table 3.17 below, out of the total sample respondents, 63 percent of them marked Yes that the Wereda annual plans have been prepared based on the demands of the people while the remaining 37 percent of the respondents viewed No, that is the Wereda's annual plans are not preparing based on the demands of the people.

Table 3.17. Response of Civil Servants on the Wereda plans

Do you agree that the annual plans were prepared in Gozamin Wereda are based on the demands of the people?		
Rank Scale	Type of respondent, Civil Servants	
	No. of respondents	Percent
Yes	58	63
No	34	37
Total	92	100

Source: Survey data, 2010

In addition, the Gozamin Wereda finance and economic development and agricultural office heads have responded that Wereda's annual plan preparation is demand driven. According to these before preparing the Wereda's annual plans each Kebele has prepared their own annual plans anchored in the Kebele's problem areas, then each Kebele submits its respective plan to the Wereda. Finally, at the Wereda level all the Kebeles' development plans are used as a

springboard to prepare the Wereda's refined plans based on the budget allocated to it and availability of human resources, and in the process the priorities are set to the pro-poor sectors. However, during the preparation and implementation of the Wereda annual development plans, there is a resource crunch in the Wereda to include all issues and problems of the community. Only 13 percent of the expenditures were collected from Wereda revenue and 87 percent of the expenditures come from Regional State as budget allocation. As it is indicated in Table 3.22 below, the desires of the people have dramatically increased to implement socio-economic development activities in the Wereda. Hence, to meet the demands of the people there should be formulation of expanded plans and improved capacities to its implementation at the Kebele and Wereda level. To alleviate the multifarious problems of the community the expanded plan would also be supported by the required financial, human and other resources to meet the demands of the people is need of the hour.

The majority of the respondents agreed upon that the Wereda's annual plan that is demand driven to alleviate the problems of the community and boost up the community's socio-economic development activities. Managing the financial resources is a core component of decentralization, if local governments are to carry out decentralized functions and operations effectively. However, due to the lack of adequate budget allocation to the Wereda 37percent of the respondents disagreed about the Wereda's annual plan in addressing the demands of the people. This shows that there is a mismatch of physical and financial plans to achieve the objectives of the annual socio-economic development plans based on poverty reduction strategies at the local level.

3.4.2. Capacity of Kebele's in mobilizing human and financial resources to implement socio-economic development activities

As indicated in Table 3.18 below, the investigation was forwarding to the respondents to think about their level of understanding about the capacity of Kebele administration in mobilizing human and financial resources in attaining development activities at the local level. The survey results are as follows: from the total sample respondents, 78 percent of them have positive impression in favor of the capacity of Kebele administration to attain the intended development objective.

Table 3.18. Response of Rural Households on the Kebele mobilizing resources

Does the Kebele administration have capacities to mobilize human and financial resources in order to improve local development?		
Rank Scale	Type of respondent, rural households	
	No. of respondents	Percent
Very high	25	13
High	73	37
Moderate	55	28
Low	30	15
Very low	14	7
Total	197	100

Source: Survey data, 2010

While the remaining 22 percent of the respondents have negative impression about the capacity of Kebele administration in mobilizing human and financial resources to attain the target local development activities in their locality.

In addition, from the interview conducted the Wereda finance and economic development office head stated that there are some model Kebele administrations in the Wereda which are supported by the SIDA Amhara development program through training how to administer human and financial resources appropriately. However, Kebele officials to administer and monitor financial resources is at the inspection stage that they need further technical support to frequently supervise the activities their skills have to be lifted up through short term training to enable lower level, administrative officials to mobilize and manage resources in an efficient way to achieve the promises of their annual plans.

3.5. Understanding of policies and strategies at the local level

The level of understanding of policies and strategies at the lower tiers of the administrative machinery is viewed in Table 3.19 below.

Table 3.19. Civil Servants response on Wereda policies and strategies

Do you believe that the socio-economic development plans of the Wereda emanates from government policies and strategies?		
Rank Scale	Type of respondent, Civil Servants	
	No. of respondents	Percent
Yes	76	83
No	16	17
Total	92	100

Source: Survey data, 2010

From the total sample respondents 83 percent of them marked Yes, that the socio-economic development plans of the Wereda emanates from the government's policies and strategies, while the remaining 17 percent of the respondents said No, that is not emanated from the government's policies and strategies. Consequently, majority of the respondents have weighted positive impressions about the Wereda socio-economic development plans, which has emanated from the government's policies and strategies that are set forth to reduce poverty in the country. While a few number of respondents, have weighted negative impression, which showed that the Wereda socio-economic development plans were not prepared on the basis of the policies and strategies, issued by the government.

In addition, the Zone administrator has elaborated that the government's policies and strategies are the pillars to formulate development plans that ranges from the grassroots to the higher tiers of governments. For this reason, the government has provided frequent short-term trainings and workshops to the Wereda administration officials in reminding about the government policies and strategies. So that most of the time at the Wereda level socio-economic development plans, have been prepared using government policies and strategies as references. However, there are differences or deviations in interpreting these policies and strategies at the Wereda and Kebele levels due to the constraints in capacities.

Table 3.19 above is an indicative of that the Wereda socio-economic development plans emanate from the pillars policies and strategies of the country, which are aimed at reducing poverty. However, because of capacity problems still there are gaps in interpreting the policies and strategies to contextualize the socio-economic development plans based on poverty reduction programs.

3.5.1. Implementation of policies and strategies in Gozamin Wereda

The formulation of policies and strategies are used as guides to implement socio-economic development activities, through the participation of the public in their localities. The respondents' response on the issues of policies and strategies of the Amhara Regional Government is as follow:

The understanding by the civil servants of the regional government’s policies and strategies were gauged as; from the total respondents, 2 percent of them marked very high; 38 percent indicated high; 43 percent showed moderate and the rest 17 percent of them labeled low (see table 3.20 below). Hence, majority 83 percent of civil servants have better understanding of the policies and strategies of the regional government, while a few number of civil servants 17 percent of them have not sufficient knowledge on the policies and strategies of the Amhara Regional Government.

Moreover, the interview conducted with the Wereda finance and economic development office head; revealed that the government has done frequent restructuring of the employees and institutions to implement policies and strategies appropriately.

Table 3.20. The knowledge of Civil Servants on regional state policies and strategies

Do you have sufficient knowledge on the regional government policies and strategies?		
Rank Scale	Type of respondent, Civil Servants	
	No. of respondents	Percent
Very high	2	2
High	35	38
Moderate	39	43
Low	16	17
Very low	-	-
Total	92	100

Source: Survey data, 2010

However, there is lack of capacity building programs such as short-term in service trainings, workshops and other capacity building opportunities to raise the capacity and awareness of the employees on policies and strategies that in turn redresses the shortcoming in the performance of the employees to plan and implement socio-economic development activities based on the Regional Government policies and strategies.

In addition, during an interview made with the Speaker of the Wereda Council. The awareness level of civil servants concerning the Regional Government policies and strategies, he stated that majority of the civil servants have understood the policies and strategies of the Regional Government because the socio-economic development plans of the Kebele and Wereda are

formulated in every sector anchored in the policies and strategies of the Regional Government. However, there is a need to further awareness the civil servants on the Regional policies and strategies. It has indicated by various respondents that there are gaps in human and financial resources, to achieve the socio-economic development plan goals based on the intended objectives.

The Zonal administrator noted considerably that the local officials' understanding of policies and strategies, especially on core elements of the policies and strategies is less rather they are engaged by routine activities than adhering on the pillars of policies and strategies. This shows that there is limitation on capacity at each level of officials and employees in the understanding of policies and strategies. This is an indicative that the gap would become broaden when it comes to the lower arms of the government.

Despite the above facts, there is an improvement in wise performing of the activities in both quantity and quality as compared to the previous ones. It is understood from the field survey data and opinions of different key informants' that there is an increasing awareness on policies and strategies of the Regional Government. Hence, this reveals that majority of the respondents have been good in understanding of the policies and strategies in each respective sectoral office to achieve their intended outcomes in the Wereda. However, a few of them lack the awareness of policies and strategies; they are rather engaged in routine activities. So that short-term trainings and workshops are needed to fill the gaps.

As it is shown in Table 3.21 below, from the total sample respondents, 8 percent marked high; 33 percent viewed moderate; 42 percent and 17 percent labeled low and very low respectively, regarding the knowledge of regional government policies and strategies at the local level.

Thus, majority of the respondents (59 percent) of the Kebele leaders have inadequate knowledge about the Regional Government policies and strategies, such as education, health, and agricultural extension and poverty reduction programs, because of this they perform tasks after the initial push and feedback, which emanate from higher tiers of government.

Table 3.21. The knowledge of Kebele Officials on regional state policies and strategies

Do you have sufficient knowledge on the regional government policies and strategies?		
Rank Scale	Type of respondent, Kebele Officials	
	No. of respondents	Percent
Very high	-	-
High	1	8
Moderate	4	33
Low	5	42
Very low	2	17
Total	12	100

Source: Survey data, 2010

3.6. Human and Financial Resources in Gozamin Wereda

Financial responsibility is as well a core component of decentralization because if local governments to carry out decentralized functions effectively they must have adequate revenues raised locally or transferred from the central government as well as the authority to make expenditure decision (Ashok, 1997:136). It also involves devolving powers concerning taxation, funds and expenditure upon local bodies giving them the financial autonomy for planning and implementation as per local needs. This implies that as the literature indicates adequate amounts of fiscal resources are necessary to achieve socio-economic development activities at the local levels.

As indicated in Table 3.22 below, the ability to collect the taxes at the Wereda level has increased from year to year. From the secondary data reviewed 87 percent of financial requirements of the Wereda from revenue sources of the Regional Government. While the rest 13 percent of revenue sources from tax collected in the Wereda as it is shown in Appendix VII.

As it is revealed in Table 3.22 below, the allocations of block grant and taxes, being collected in the Wereda has increased from year to year for the last eight years. Despite this fact, the Wereda is more dependent on the regional government financial resources, because 87 percent of the Wereda annual budget comes from Regional Government that is budgeted in the form of block grant.

Table 3.22. Gozamin Wereda Financial Resources from 2003 to 2010

Year	Descriptions			
	Block grant Budget	Wereda Revenue	Expenditure Covered by Wereda	Expenditure Covered by Region
2003	8,997,567	842,768	9%	91%
2004	9,529,200	887,978	9%	91%
2005	11,785,612	985,647	8%	92%
2006	13,473,662	1,001,298	7%	93%
2007	11,263,293	1,703,184	15%	85%
2008	19,424,318	2,761,447	14%	86%
2009	23,387,636	4,557,686	19%	81%
2010	23,944,368	5,222,338	22%	78%
Average			13%	87%

Source: Gozamin Wereda Finance and Economic Development Office documents, (2010)

The Wereda or the local government needs human and financial resources to meet the demands of citizens and maximize the provision of services to bring socio-economic development activities at the local level and improve the life status of the people.

As indicated in Table 3.23 below, out of the total sample respondents, 40 percent of them marked Yes while the remaining 60 percent of them viewed No, about the sufficient allocation of human and financial resources in public sectors to attain the intended development objectives in the Wereda.

Table 3.23. Response of Civil Servants on human and financial resources

Do you agree that the public sectors have sufficient human and financial resources in order to attain the intended objectives?		
Rank Scale	Type of respondent, Civil Servants	
	No. of respondents	Percent
Yes	37	40
No	55	60
Total	92	100

Source: Survey data, 2010

Majority of the respondents (60 percent) disagreed upon the sufficient allocation of financial and human resources in the Wereda to attain development objectives. While the remaining, 40 percent of the respondents agreed upon that there is sufficient allocation of financial and human resources in Gozamin Wereda to attain the intended development objectives in the Wereda.

Therefore, this shows that majority of respondents have negative impressions, because of the inadequate allocation of financial and human resources in Gozamin Wereda. In the interview, the Wereda officials supported the response of respondents in Table 3.23, which indicated that the allocation of financial resources in the Wereda has increased by an average of 13 percent each year for the last eight years, simultaneously the demands of the people as well as the annual socio-economic development plans has increased dramatically.

However, when it comes to the allocated annual budget of the Wereda, there is a mismatch between the diverse development needs of the people and the budget. Also out of the civil servants working in the Wereda public sectors only 30 percent are skilled experts while the rest 70 percent are support staffs engaged in tasks like, secretary, janitor, guards, etc, (Gozamin Wereda Capacity Building Office annual reports, 2010) it is also indicated in Appendix XIII. Therefore, lack of skilled manpower coupled with the inadequate budget inhibits the fast growth of the Wereda in socio-economic developments.

Furthermore, Zone finance and economic development department head noted that the Regional Government, based on the established budget allotment criteria, secures much of the financial needs of the Wereda in the form of block grant budget. Moreover, the remaining expenditure needs are covered from the revenue collected in the Wereda. The total budget allocated in the Wereda is distributed for each sector of the Wereda to their requisite annual plans. However, the budget is not sufficient to perform the over all planned activities in Gozamin Wereda.

Therefore, as indicated in Table 3.22 it is easy to understand that there is an increment of budget allotment in Gozamin Wereda. In addition, the respondents have confirmed that there is an increment of budget and human resource in each sectoral office in the Wereda. For this reason, the tasks to be performed based on the annual plan of the Wereda has increased in quantity and quality from year to year for the last ten years in relation to the demands of the people. However, there is a mismatch between the allocated budget and human resources to perform planned activities it needs additional financial and human resources allocation for the future.

Table 3.24. Response of Rural Households on human and financial resources

Do you agree that the public sectors have sufficient human and financial resources in order to attain the intended objectives?		
Rank Scale	Type of respondent, Rural Households	
	No. of respondents	Percent
Yes	122	62
No	75	38
Total	197	100

Source: Survey data, 2010

As it is shown in Table 3.24 above, from the total sample respondents, 62 percent have agreed on the sufficiency of financial and human resources allocation in public sectors to achieve their intended development objectives. While the remaining, 38 percent have disagreed on the amount of allocated financial and human resources in public sectors. Thus, majority of the sample respondents agreed that the human and financial resources allocations are enough to achieve the annual development plans in their localities, because the achievement of socio-economic development activities at the local level has increased every year. However, the rest significant number of respondents have disagreed on the sufficient allocation of financial and human resources in public sectors, due to this the services that are provided at the local level is not adequate and it needs improvement in future.

3.7. Inter-Sectoral offices integration in Gozamin Wereda

The integration of sectoral offices within the Wereda is shown in Table 3.25 below. From the total sample respondents, 59 percent marked Yes there is integration between sectoral offices, while the remaining 41 percent of them viewed No.

Table 3.25. Response of Civil Servants on integrations of sector offices

Do you believe that the implementation of development activities is integrated in the Wereda?		
Rank Scale	Type of respondent, Civil Servants	
	No. of respondents	Percent
Yes	54	59
No	38	41
Total	92	100

Source: Survey data, 2010

Thus, majority of the respondents have confirmed that there are integrations and co-operations in the Wereda sectoral offices to achieve the intended Wereda socio-economic development plans at the local level. While the rest significant number of respondents, has confirmed that there is no integration of line sectoral offices in Gozamin Wereda, rather every sector in the Wereda has given attention to their own sector activities.

The Wereda health sector office head has explained that regarding relationship of Gozamin Wereda with the Zonal administration is based on the annual socio-economic activities and budget plans implementation of the Wereda performance report is periodically submitted to the Zonal line departments. This is done in order to provide technical and administrative supports to the Wereda sectoral offices according to their performance report. The Zonal administrator has stated that the relationship of the zone with the Weredas depends on the areas of technical and administrative support, which are identified. The procedure followed by the evaluation and monitoring system is that after each Wereda sector offices has submitted its performance report periodically to each zone line department, it is reviewed and compiled at Zonal level and the subsequent support is provided either through field oversighting or written feedbacks to the corresponding Weredas. This enables the Weredas to correct their weaknesses, if there is any, and to disseminate best practices across the Weredas' as a benchmark to improve their performances.

Many of the respondents agreed that there is lack of close supervision and technical support from the Zonal administration to the Wereda. The reason forwarded to this is lack of recurrent budget and shortage of experts at Zonal level, so they have not provided sufficient technical and administrative supports to the Wereda. However, other than the support from higher echelons, there is horizontal relation within line sectoral offices in the Wereda that leads to co-ordination and integration within each sector offices. Especially the integration of health, education, and agricultural sector offices work is most cooperative way to achieve their annual socio-economic development plans at the local level. In doing so, there has been showing an improvement from year to year in the last eight years. On the other hand, this act needs to be further improvement for achieving better socio-economic development activities in Gozamin Wereda.

The key informants of the study have told the researcher that even though there are shortages of technical expertise and recurrent budgets for supporting and monitoring the Wereda. The Regional and Zonal hierarchies have to strengthen their support to the Wereda in the process of the relationships between the two would become solidified.

Thus, from the above data it can be understood that the vertical relationship between Wereda, Zone and Region and the horizontal relations among lower level institutions are promising and it has shown gradual improvement as compared to the previous ones. In this regard, majority of the respondents (59 percent) have confirmed this idea. While the rest significant number of respondents, 41 percent has negative impressions on the vertical and horizontal relationships, because they felt that the co-operations are not enough to gear the Weredas towards development and further technical and administrative support to the Weredas is a burning issue to fill the gaps.

3.8. Political Participation in Gozamin Wereda

Table 3.26 below shows, the participation of different political parties in the Kebeles, out of the total sample respondents, 67 percent have responded Yes, while the rest 33 percent have responded No. Consequently, majority of the sample respondents have confirmed that there are different political parties participated in their Kebeles, while the remaining 33 percent of the sample respondents indicated that there are no political parties other than the ruling party in the Kebeles.

Table 3.26. Kebele Officials response on political participation at Kebele level

Do you have different political parties in your Kebele?		
Rank Scale	Type of respondent, Kebele Officials	
	No. of respondents	Percent
Yes	8	67
No	4	33
Total	12	100

Source: Survey data, 2010

In the interview, the Speaker of Wereda Council has explained that there are opposition parties at Kebele and Wereda levels in Gozamin Wereda. However, according to him they are not strong to put pressure on the ruling party and also most of the times, they do not have interests to compete for Wereda and Kebele elections except for Regional and Federal Councils. There are also voices that officials of the ruling party at Kebele level tend to discourage members of the opposition

party from participating and addressing their policies and strategies to the community. Again, the Wereda officials do not shape and impose the Kebele officials regarding the participation of member of opponent parties in their Kebele rather they share the attitudes of the Kebele officials.

Therefore, due to such hindrances and other constraints, the opposition parties are unable to participate in political, social and economical matters in the Wereda. From discussions in the Wereda, it is known that there is no participation of opposition parties in the Kebele and Wereda councils, though they have offices in some Kebeles, but they do not have offices at Wereda level.

In view of this, majority of the respondents (67 percent) responded that there are different political parties in the Kebeles; while the remaining 33 percent indicated that, there are no other political parties except the ruling party in the Kebeles. In addition, from the interview conducted with Wereda administrator, he noted that there are different political party members at the Kebele level, but they never participated in the Kebele and Wereda councils. This shows that there are different political parties in some Kebeles, but their participation in any affairs is very limited.

Thus, as has been explained in the literature different political parties' participation at each tier of government has an advantage to bring policy alternatives and develops democratic culture in the community. However, the participation of different political party members at the Kebele and Wereda level is very restricted or almost non-at the Kebele and Wereda level. Even though, different political parties' participations are used to bring policy alternatives, developing democratic culture, and local development, the perception of Kebele and Wereda officials regarding the importance of opposition parties is not optimistic. Hence, the political space at the Kebele and Wereda level in Gozamin Wereda is insignificant. This indicates that there is a need to open political space and to encourage opposition parties to participate in local government administration.

3.8.1. Participation of the people in Gozamin Wereda

The transferring of powers and responsibilities from central government to autonomous and local tiers has been made democratic constituencies. Moreover, accountability of officials,

representatives and local government to citizens requires effective system of accounting and auditing that create reliability in information about how resources have been used (Goetz et al., 2001). Consequently, the elected representatives of the citizens are more responsible and can be accountable to the ordinary people in their localities. This indicates that the people felt discomfort on the elected officials; they have a right to replace them by others. In line with this, the respondents' response regarding the appointment of Kebele officials are as follows:

Regarding the Kebele officials appointment, out of the total sample respondents, 73 percent have confirmed that the people appoint Kebele officials, 25 percent have revealed that political parties appoint the Kebele officials and while the remaining 2 percent marked that, others appoint the Kebele officials (see Table 3.27 below). Thus, majority of the respondents (73 percent) said that the people or the community at Kebele level appoints the Kebele officials.

Table 3.27. Response of Rural Households on the Kebele Officials appointment

Who appoints the Kebele officials in your Kebele?		
Rank Scale	Type of respondent, Rural Households	
	No. of respondents	Percent
The people	144	73
Higher tier of government	49	25
Others	4	2
Total	197	100

Source: Survey data, 2010

However, significant number of respondents or 25 percent indicated that political parties appoint the Kebele officials and the rest 2 percent of the respondents said that others appointed them. This shows that most of the Kebele officials are appointed depending on the interests of the people. However, in some cases the ruling party or the Wereda officials have appointed the Kebele officials without the knowledge of the local community.

The response of sample respondents in the appointment of Wereda officials is shown in Table 3.28 below. Regarding the appointment of the Wereda officials, out of the total sample respondents, 11 percent viewed that the people appoint them, 81 percent confirmed that the higher tier of government appoints Wereda officials and 8 percent marked that others appoint them. Therefore, majority of sample respondents 81 percent revealed that the appointment of

Gozamin Wereda officials was by higher tier of government (Zone administration) rather than by the Wereda people (council). While the remaining few number of respondents, 11 percent and 8 percent marked that, the people and others appoint them respectively.

Table 3.28. Response of Civil Servants on the appointment of Wereda officials

Who appoints the Wereda Official in Gozamin Wereda?		
Rank Scale	Type of respondent, Civil Servants	
	No. of respondents	Percent
The people	10	11
Higher tier of government	75	81
Others	7	8
Total	92	100

Source: Survey data, 2010

According to the survey data, majority of the respondents marked that the Wereda officials represented by the higher tier of government officials or ruling party, but a few number of respondents viewed that the people and others appointed the officials. That is, most of the time the higher tiers of political parties has proposed the executives (Wereda officials). However, as different scholars explained that the people have the rights to elect their representatives in devolved form of decentralization. The people could select the local governments and should provide full authority and responsibility to them to discharge specified functions as formally constituted autonomous local governments that can operate independently in its own jurisdiction. This would be factored to perform the administrative and socio-economic activities in efficient and effective way by mobilizing the communities, as the officials are the representatives of the people.

On the other hand, when higher officials appoint them without the knowledge and interests of the people it will create a kind of hindrance in mobilizing communities for implementation of socio-economic development activities at the local level. The sample civil servants have responded that majority of Gozamin Wereda officials are appointed by the higher officials not by the Council. This hampers the principles of democracy and shows that the powers and duties at the local level is not in line with the interests of the people as Wereda officials are proposed and assigned by the Zonal administration officials and are sent to the Wereda council to be approved. Therefore, the Wereda council had not exercised its jurisdictional powers in Gozamin Wereda in the election of Wereda officials.

3.9. Powers and Duties of Kebele and Wereda Councils in Gozamin Wereda

Powers and duties of the Kebele Council under article 97 sub-article 1 of the Constitution of the Amhara National Regional State, causes the implementation of guidelines and plans which are issued by the Kebele council and its administrative council through out the Kebele. The issues that, the local and operational guidelines in matters of social affairs, should be consistent with those policies, laws, regulations and directives enacted by its superior administrative organs and be implemented at the Kebele. Additionally, it receives the socio-economic development and administrative plans and programs handed over to it by superior administrative organs. Set out detailed implementation schemes with which to realize it in the Kebele concern to oversee the execution thereof introducing such other additional plans might be in the interest of the inhabitants of the Kebele concerned (Constitution No. 2/2001 of Amhara National Regional State). Therefore, as above-mentioned powers and duties of the Kebele and Wereda councils under the Constitutional powers is justified in the Constitution of Amhara National Regional State.

Table 3.29 below, reveals that the total sample respondents, 80 percent have showed positive impression about the Kebele and the Wereda Councils' decision under their jurisdictional powers. While the remaining 20 percent of the respondents gave negative impression regarding the Kebele and the Wereda councils' decision-making under their jurisdictional powers in the people's interest.

Table 3.29. Response of Rural Households on jurisdictional powers at the local level

Do you believe that the Kebele and Wereda councils have powers to make decisions in all matters of the Kebele and Wereda on behalf of the people's interests under its jurisdiction?		
Rank Scale	Type of respondent, Rural Households	
	No. of respondents	Percent
Very high	19	9
High	59	30
Moderate	80	41
Low	29	15
Very low	10	5
Total	197	100

Source: Survey data, 2010

Moreover, Gozamin Wereda Speaker of the Council said that the Kebele Councils meeting underway every month and the Wereda Council has a meeting in every quarter. Both the Kebele and the Wereda Councils have made decisions depending on its jurisdiction. That is they have passed resolutions according to the interest of the citizens, especially in annual budget allocation and socio-economic development activities. The Council, at the Kebele level, evaluates every activity achievement in every month and at the Wereda level every quarter, the Wereda administrative council (executives) has presented the performance report in every Wereda sector office by the Wereda administrator to the Wereda Council twice a year.

Despite this fact, there are challenges to perform every decision under the Council's powers and duties. When we have observed practically, the executive bodies have strong powers as compared to the Councils. In addition, the Wereda agricultural office head has supported the Wereda Speaker's idea. He explained that the Kebele and Wereda Councils are not fully exercising their powers and duties, due to the executives' dominancy. When the Speaker becomes capacitate and challenging the executives at every tier of government, they will change and appoint to executive. This shows that there is no attention to strengthen the Speaker as well as the Council at each tier of the local government to exercise their powers and duties to develop check and balance between the Councils, executives and judiciary in Gozamin Wereda.

The powers and duties of the Kebele and the Wereda Councils have justified by Amhara National Regional State's Constitution No.2/2001 articles 86 and 97 sub-articles 1 and 2. Therefore, it could understand that from different respondents the Kebele and Wereda Councils within its limitations have exercised the powers and duties especially by evaluating the executives periodically and approving annual physical and budget plans at each tier of administration. However, as the Constitution No. 2/2001 of the Amhara National Regional State's has stipulated their powers and duties of the councils' at each tier of local government and from the literature that each political jurisdiction is important to provide appropriate public services.

Despite to this fact, the Wereda and Kebele councils do not fully exercise their powers and duties. Based on their Constitutional power, and there is a gap of understanding between the

executives and the councils at each level and due to this there is a mismatch perception about the importance of the councils' for check and balance of powers and duties in the development of democratization at the local level.

In the context of Amhara Regional State, the Wereda Council is the highest body of state authority in the Wereda with all its powers and duties as stated in Article 84 sub-articles (1 and 2), it is accountable either Regional or National legislative councils as the case may be (article 84(2)). It examines and approves the drafted economic development, social services and programs of the Wereda, guidelines to govern its own internal working procedures, considers and approves its own concern that may have been outside the sum allocated and administered by the regional state thereof. The Wereda officials including the chief administrator questioning and there by inquires into the working of the executive body (Constitution No. 2/2001 of the Amhara National Regional State.). In line with this, the respondents' response regarding how properly utilizes the powers and duties of the Kebele and Wereda Councils is depicted as follow:

Table 3.30 below shows, 61 percent of the respondents has responded that the Kebele and the Wereda councils can decide their issues under its jurisdictional powers and duties. While the remaining 39 percent of the respondents have negative impression regarding its decision-making power under its jurisdiction, because they do not always take decisions on the issues based on their jurisdictional powers and duties that are provided to them by Constitution of the Amhara National Regional State.

Table 3.30. Response of Civil Servants on jurisdictional powers at local level

Do you believe that the Kebele and Wereda councils have powers to make decisions in all matters of the Kebele and Wereda on behalf of the people's interests under its jurisdiction?		
Rank Scale	Type of respondent, Civil Servants	
	No. of respondents	Percent
Very high	13	14
High	29	32
Moderate	14	15
Low	20	22
Very low	16	17
Total	92	100

Source: Survey data, 2010

Several accepted theories are provided a strong rationale for decentralized decision-making and a strong role for local governments' on the grounds of efficiency and effectiveness, accountability, manageability, and autonomy (Stinger's, 1957:25). Furthermore, devolution means the transfers of legislative, political, administrative and financial authorities to plan, make-decision, and manage public functions and services from the central government to local authorities.

Therefore, devolved powers at every tier of government are used to decide under its jurisdiction in providing efficient and effective public services to their locality. Consequently, majority of the respondents have confirmed that the Wereda and the Kebele administrations have made-decisions under its jurisdictional powers and duties based on the Constitutional provisions of the Amhara National Regional State. Where as, the rest 39 percent of respondents, indicated that the decisions of the Kebele and Wereda administrations under their jurisdictional powers and duties are low and very low. In addition, from key informant, Zonal finance and economic development department head explained that the Wereda and Kebele administrations have the right to decide any issue concerning them based on the regional Constitution.

However, due to the capacity problems at each tier of administration they are in need of technical and administrative support, especially by giving directions to implement the annual plans depending on government policies and strategies. Accordingly, the Zonal cabinets (officials) were assigned to different Weredas' in order to give continuous technical and administrative supports. Subsequently, each cabinet has been undertaking close supervision based on the checklists to monitor and evaluate of the Wereda annual plans and Wereda performances in the field and on the desk periodically; the same holds true at the Kebele as well. Each Wereda cabinet (official) under go its close follow up at every Kebele to check the performance of the Kebele's annual socio-economic development plans. Key informants have confirmed that there are improvements of Kebele and Wereda administrations to achieve their socio-economic development plans and taking their own decisions to their affairs under its jurisdiction at each echelon of the administration, as a result of technical and administrative supports provided by higher officials.

On the other hand, significant number of respondents in the survey data and key informants confirmed that there are limitations to decide on matters of their own issues under its jurisdictional powers and duties rather they are depending on the higher tiers of government administrations.

3.10. Summary of findings

The previous chapters had provided information regarding decentralization to promote local development. The primary and secondary data were presented, analyzed and discussed in the case of Gozamin Wereda administration; a practical insight concerning the contribution of decentralization for the development of health, education, agricultural extension services and the democratic participation and decision making of the Councils at the Kebele and the Wereda level. Therefore, based on the previous chapters and data analysis the findings of this study are summarized as follows:

3.10.1. Decentralization enhances the promotion of education, health, and agricultural extension services in the Wereda. As the secondary data indicated the progresses of these sectors, constructions of schools, health posts and health centers, agricultural extension training centers and utilization of improved agricultural inputs have dramatically changed. However, the distribution of public services are not evenly provided in all community due to various problems, such as a capacity of human and financial resources mobilization of Kebele leaders and adulated geographical locations to address at all corners of Kebele administrations.

3.10.2. The enrollment of school age children, number of teachers and classrooms are increasing by an average of 5 percent, 12 percent and 10 percent respectively from 2002 to 2010. Moreover, the students to classroom and students to teacher ratio are decreasing gradually by an average of 1:91 to 1:62 and 1:115 to 1:68 respectively from 2002 to 2010. The same holds true in health and agricultural sectors coverage of services are expanded for the last nine years. In spite of this fact, the quality of education especially inadequate teaching materials and free promotions for first cycle primary education (1-4 grades), and health posts and health centers are not equipped with sufficient medical equipments and human

resources. Therefore, the provisions of health and education services by Wereda health and education sectors to the community are not adequate.

3.10.3. The closer a representative government to the people the better it works, people also should have the right to vote for the kind and amount of public services they want (Stinger, 1957:25). In line with this fact, the interactions among Regional, Zonal and local administrations are increased their relationships to perform the activities as compared to the previous years. On the other hand, the lower tiers of administrations in some extent have been developing dependency from higher tiers of administration regarding the mobilization of human and financial resources.

3.10.4. In Gozamin Wereda especially in constructing schools, health posts and health centers, pure water and spring water development, rural road constructions, water and soil conservation activities are increased, on labor, material and financial contributions, as indicated in Appendices X and XIV. However, the participation of community's in socio-economic development activities varies from Kebele to Kebele at the local level depending on the capacities and awareness of Kebele officials.

3.10.5. The participations of different political parties at the Wereda and Kebele levels are practically insignificant. Still the ruling party representatives' perception regarding the opposition parties participation on policy debates at the local level that their suggestion is considered as negative impressions on the ruling party policies and strategies.

3.10.6. Due to fiscal dependency of local government by the Regional Government, the Wereda administration cannot meet the demands of the community at the local level, in order to bring local socio-economic development activities in the Wereda, because 87percent of Wereda budget source has provided from Regional Government.

3.10.7. Decentralization also contributes for integration vertically within the higher tier of governments and horizontally to the line sectoral offices. Thus, the integration of Wereda sectoral offices to the Zonal line departments and Regional Government by performance

reports in monthly, quarterly and annually while horizontally with the line Wereda sectoral offices by common issues. Consequently, it needs further technical and administrative supports in strengthen their integration.

3.10.8. There are different political parties in Gozamin Wereda; where as their participation at each tier of government is insignificant. In addition, the political space to debate on generating alternative policy issues to meet the demands of the community is also insignificant, so it seeks further improvement to alleviate the problems.

3.10.9. Devolving the powers and responsibilities at each echelon of administration, especially at the Wereda and Kebele levels, would provide the rights to decide on their issues based on the regional state Constitutional powers and duties. Thus, the Wereda and Kebele Councils have been approving their socio-economic development plans and annual budgets every year. However, it is important to note that there are challenges in taking decisions under their jurisdiction because the powers of executive bodies have dominated the Councils.

Chapter Four

Conclusions and Recommendations

4.1. Conclusions

Decentralization has been widely accepted by providing powers and duties for each tier of government by empowering in decision making and promoting developments at the local level. Hence, in order to explore and investigate these premises, this study has examined empirical evidences that are related to decentralization and development in Gozamin Wereda of East Gojjam Zone Administration. The investigation of decentralization was focused in promoting local development especially in health, education, agricultural extension services, and Councils democratic decision-making in Gozamin Wereda. Some of the major conclusions are listed below:

In the health sector the construction of health posts and health centers at rural Kebele administrations and the hiring of nurses and health extension workers at grassroots level have increased for the last six years. From interview with respondents and focus group discussions, majority of the respondents had appreciated the expansion of health services at the local level. The community's participation in construction of health institutions has increased dramatically by an average of 22 percent for the last six years.

Consequently, it became clear that there is a progress of health services in the Wereda at the grassroots level and communities are getting moderate health services. Therefore, the incidences of diseases generally had decreased as compared to the 2003. On the other hand, there are limitations in supplying of medical equipments for each health post and health center. In addition, the number of nurses and health extension workers are not enough to address adequate health services for each sub-Kebeles (Gott) especially in far off Kebeles at the Wereda town. As a result, there is unequal service provision in the Wereda, so the incidences of diseases have not decreased particularly in far off Kebele administrations in the Wereda town.

In the education sector the enrollment of school age children has increased between 2002 to 2010 by 40 percent and the number of teachers has increased by 135 percent in 2002 to 2010 and the

students to classroom ratio and students to teacher ratio has decreased from year to year, by 1:91 to 1:62 and 1:115 to 1:68 respectively. Therefore, it is concluded that the progress of educational services has expanded in Gozamin Wereda. This expansion of schools in the Wereda has created the awareness of the community's to participate in construction of primary and alternative basic primary schools during the last nine years. On the other hand, teachers and parents of students have complaints about the free promotion of students in the first cycle primary education (1-4 grades) and they added that this free promotion reduces the quality of education. Therefore, this brings negative influence in the enrollment of school age children in the rural area.

In the agricultural extension services, 83 percent of the farmers are extension beneficiaries in different extension packages in Gozamin Wereda. Utilization of improved agricultural inputs has also increased from 2001 to 2010 by a total of 267percent. This has increased the awareness of farmers to produce market oriented agricultural products and simultaneously improved the incomes of individual farmers in rural areas. Conversely, in agricultural extension services the inputs of improved technologies were not providing on time with affordable price and most of the time the services are provided at nearby the Wereda town rural Kebeles. In this case, some of the farmers have not utilized improved agricultural inputs; this result in decreased agricultural productivity at the local level and at the same time decreases the incomes of the individual farmers.

The powers and duties of the Wereda Council as enshrined under article 86, sub-articles 1 and 2(1) of the ANRS Constitution No. 2/2001, the Wereda Council is within the Wereda of its establishment the highest body of state authority. Under sub-article 2, examines, and approves the draft economic development, social services, along with administrative working plans and programs of the Wereda concerned. However, the councils at the Kebele and the Wereda level are weak to decide the issues under its jurisdiction. In practice, there is executive (officials) dominancy on Councils at the Kebele and the Wereda administrations. In practical observation at the Kebele and Wereda level, the arms of executives are stronger than the Councils. Political participation at every tier of government is very low, due to the awareness of officials at the Kebele and the Wereda administrations. This idea is supported by Meheret (1998) who noted that inadequate administrative personnel capacity, poor revenue base to carryout socio-economic

functions for financial allocation as well as limited space for political competition and participation of civil society at the Wereda level. This makes a hindrance in participation of political parties at the local level and the people could not get an access for policy alternative issues because there is no debate in the Councils at each tier of administration.

Community's participation in labor and material contribution for socio-economic development activities have increased as indicated in Appendices XII and XVI. Such as, constructions of schools, health institutions, farmers training center, pure water and rural road construction. This has been done by creating awareness and developing sense of belongingness at the grassroots level. The field survey and secondary data have confirmed this fact. Therefore, from the field survey results, secondary data and the literature described, the community's participation had contributed for socio-economic development activities and as well as developing sense of ownership of the community. However, the participation of the community differs from Kebele to Kebele, because it depends on the capacity of Kebele officials in mobilizing the communities at grassroots level.

There is high financial dependence of Wereda on Regional Government. Only 13 percent of the Wereda expenditure is covered by the Wereda revenue source and the Regional Government covers 87 percent. Such budget expenditure develops dependence by the Regional Government rather than efficiently collecting taxes and other sources of revenue in the Wereda. The weak position of the Wereda in revenue generation would negatively affect the socio-economic development activities in Gozamin Wereda.

4.2. Recommendations

Based on the data presented, analyzed, and concluded; the following recommendations are forwarded: Decentralization in Ethiopia at Federal and Regional Government Constitution had provided powers and duties to each tier of government from higher to the local level to decide on their issues under their jurisdiction. Thus, this study shows that there are progresses of service delivery at the Wereda level. Bearing this in mind, the study also shows some limitations that should be improved in the future on the basis of the following recommendations:

1. The Constitution of the Regional Government has elaborated the powers and duties of Wereda and Kebele administration. On the other hand, practically the Wereda is dependent to the Regional Government, financially as more than 87percent of the budget source is generated from Regional Government, and in this case, the budget and socio-economic development plans are mismatched. The Wereda should collect its local revenue in efficient and effective manner based on the Constitutional powers and responsibilities of the Amhara National Regional State.
2. The Wereda budget distributions are in principle, according to the pro-poor sectoral offices, to reduce poverty in Gozamin Wereda. However, in practice, the allotment of budget at the Wereda level has not considered pro- poor sectoral offices to reduce poverty in the Wereda; rather the budget is distributed based on previous year's budget utilizations of the sectoral offices. Hence, the Wereda's finance and economic development office should provide relevant information to the Wereda administrator to redress problems interms of finance and budget allocation in the future.
3. Gozamin Wereda education sector office should improve the quality of education, by providing textbooks and corresponding training for first cycle primary education (1-4) teachers. Free promotion and self contend class, (first cycle 1-4grades) is the policy of the Amhara National Regional State, and the Regional Government should consider the issues that the students are required to pass through term evaluations in addition to continuous for promotion from class to higher level class.
4. Gozamin Wereda and East Gojjam Zone Agricultural offices should improve agricultural input supplies both in quantity and in quality and should also facilitate credit services from different financial institutions.
5. As the literature described, the closer a representative government to the people, the better it works, people should have the right to vote for the kind and amount of public services. The Councils are functioning at each tier of administration. On the other hand, though the Wereda and Kebele Councils are established but they have not fully exercised

their powers and duties entitled to them as provided in the Regional Constitution because the executive bodies or administrative Councils are stronger than Wereda and Kebele Councils, then check and balance of powers are not fully practicing at the local level. Thus, the local Councils should exercise their Constitutional powers and responsibilities to strengthen the performance of the Councils at every tier of government in Gozamin Wereda.

6. The participation of different political parties in Gozamin Wereda and Kebele levels are insignificant until now. This is because of the negative perception of members of the ruling party to their opponents and lack of adequate political knowledge. Therefore, the Wereda and Kebele administrations should give due attention to strengthen different political parties and give space to debate in their localities for generating alternative policy issues to the public.
7. The capacity of Wereda and Kebele officials in general and administrators in particular, should be developed by providing training, because they need to mobilize human and financial resources in their localities to reduce poverty at the grassroots level. Therefore, short and long-term trainings should have given to capacitate their skills.
8. The Amhara National Regional State has provided training for Wereda officials and experts to formulate the Wereda and Kebele annual socio-economic development plans based on the policies and strategies to reduce poverty at the local level. However, the core policy pillars of the region are not well understood, rather they are presented and implemented as routine activities. Hence, Zonal administration and Regional Government of Amhara should provide further education and training on Regional policies and strategies at the Wereda and Kebele levels.

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Appendix I A
Addis Ababa University
Faculty of Business and Economics
Department of Public Administration and Development Management

Part I

Questionnaire for Rural Households

This questionnaire will be distributed to households (HH) in order to get information on different aspects of decentralization in development in Gozamin Wereda. Any information you provide will only be used for academic purpose. It will be kept confidentially and utmost secrecy will be maintained.

I thank you in advance for your co-operation and response.

Alemu Yimer

Instruction: - Please make a circle in your choice

1. Households personal information 01

- 1.1 Kebele _____
- 1.2 Sex a) Male b) Female
- 1.3 Age _____
- 1.4 Educational Background
 - a) Reading and Writing
 - b) 1-8
 - c) 9-12
 - d) Diploma
 - e) 1st degree and above

2. Community Involvement in local governance and development

2.1 Are you involved in the preparation of Kebele development plan in set priorities?

- A) Yes B) No

2.2 Do you believe that the plans that were prepared by the Kebele and the Wereda have included the interests of the community? A) Yes B) No

2.3 Does the Kebele administration have a capacity to mobilize human resources in order to improve local development?

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

- 2.4 Does the Kebele administration have a capacity to mobilize financial resource in order to improve local development?
A) Very high B) High C) Moderate D) Low E) Very low
- 2.5 Are there involvements of stakeholders in planning and implementation of development activities in your kebele?
A) Very high B) High C) Moderate D) Low E) Very low
- 2.6 Do you believe that, the Kebele and the Wereda councils have powers to make decision in all matters of the kebele an Wereda on behalf of the people's interests under its jurisdiction?
A) Very high B) High C) Moderate D) Low E) Very low
- 2.7 Do you agree that the plans prepared in Gozamin Wereda are based on the demands of the people?
A) Yes B) No
- 2.8 Who appoints the kebele administrators?
A) The people B) Political Parties C) Others
- 2.9 In your opinion what is the contribution of decentralization in local development in practice?
A) Very high B) High C) Moderate D) Low E) Very low
- 2.10 Do you believe that decentralization has brought a change in education services?
A) Very high B) High C) Moderate D) Low E) Very low
- 2.11 Do you believe that, decentralization has brought a change in health services?
A) Very high B) High C) Moderate D) Low E) Very low
- 2.12 Do you believe that, decentralization has brought a change in agricultural extension services in utilization of improved seed and fertilizers?
A) Very high B) High C) Moderate D) Low E) Very low
- 2.13 Do you agree that the public sectors have sufficient financial resources in order to attain the intended objectives?
A) Yes B) No
- 2.14 Do you agree that the public sectors have sufficient human resources in order to attain the intended objectives?
A) Yes B) No

Appendix I B

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Appendix II A
Addis Ababa University
Faculty of Business and Economics
Department of Public Administration and Development Management
Part II
Questionnaire for Kebele Political leaders

This questionnaire will be distributed to Kebele political leaders in order to get information on different aspects of decentralization in development in Gozamin Wereda. Any information you provide will only be used for academic purpose. It will be kept confidentially and utmost secrecy will be maintained.

I thank you in advance for your co-operation and response.

Alemu Yimer

Instruction: -Please make a circle in you choice

1-Personal information 02

1.1. Kebele _____

1.2. Sex a) Male b) Female

1.3. Age _____

1.4. Educational Background

a) Reading and Writing

b) 1-8

c) 9-12

d) Diploma

e) 1st Degree and above

2. Kebele political leaders Involvement in local governance and development

2.1 Does the Kebele administration have capacities to mobilize financial resources?

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

2.2 Does the Kebele administration have capacities to mobilize human resources?

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

2.3 Do you have sufficient knowledge on the regional government's policies and strategies?

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

2.4 Do you believe that the plans were prepared by the Kebele and the Wereda have included the interests of the community?

A) Yes B) No

2.5 To what extent does the kebele administration decide on issues under their jurisdiction?

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

2.6 Do you have different political parties in your kebele?

A) Yes B) No

2.7 In your opinion what is the contribution of decentralization in Local development in practice?

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

Appendix II B

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Appendix III A

Addis Ababa University

Faculty of Business and Economics

Department of Public Administration and Development Management

Part III

Questionnaires for Civil Servants

This questionnaire will be distributed to civil servants in order to get information on different aspects of decentralization in development in Gozamin Wereda. Any information you provide will only be used for academic purpose. It will be kept confidentially and utmost secrecy will be maintained.

I thank you in advance for your co-operation and response.

Alemu Yimer

1. Personal information 03

- 1.1 Age _____
- 1.2 Sex _____
- 1.3 Educational background _____
- 1.4 Organization _____
- 1.5 Position _____

2. Questions related to decentralization:

2.1 To what extent does the Wereda administration decide on issues under its jurisdiction?

A) Very high B) high C) Moderate D) Low E) Very low

2.2 To what extent does the Kebele administration make decide on issues under its jurisdiction?

A) Very high B) high C) Moderate D) Low E) Very low

2.3 Do you agree that, the public sectors have sufficient financial resources in order to attain the intended development objectives?

A) Yes B) No

2.4 Do you agree that the public sectors have sufficient human resources in order to attain the intended development objectives?

A) Yes B) No

2.6 Does the Kebele administration have capacities to mobilize human resources?

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

2.7 Does the Kebele administration have capacities to mobilize financial resources?

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

2.8 Do you have sufficient knowledge on the regional government's policies and strategies?

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

2.9 Who appoints the Wereda officials?

A) The people B) The higher tier of government C) Others

2.10 In your opinion what is the contribution of decentralization in local development in practice?

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

2.11 Do you believe that the Kebele and Wereda councils have powers to make decision in all matters of the Kebele and Wereda on behalf of the people's interests under its jurisdiction?

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

3.0 Development related questions:

3.1 Do you agree that the annual plans were prepared in Gozamin Wereda are based on the demands of the people?

A) Yes B) No

3.2 Do you believe that, the socio-economic development plan of the Wereda emanates from the government's policies and strategies?

A) Yes B) No

3.3 Do you believe that the implementation of development activities is integrated in the Wereda? A) Very high B) High C) Moderate D) Low E) Very low

3.4 Do you believe that, the Kebele administration has a capacity to implement the development plans independently?

(a) Very high (b) High (c) Moderate (d) Low (e) Very low

3.5 In your opinion what is the contribution of decentralization in local development in practice? (a) Very high (b) High (c) Moderate (d) Low (e) Very low

3.6 Do you believe that the implementation of development activities is integrated in the Wereda?

(a) Yes (b) No

Appendix III B

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Appendix IV
Addis Ababa University
Faculty of Business and Economics
Department of Public Administration and Development Management

Part IV

Interview questions for Sectoral office heads and Wereda political leaders

Dear Respondent: -The researcher intends to explore the status of the impact of decentralization in development in Gozmain Wereda. Thus, this research will be done for academic purpose. I assure you that all verbal and written responses are confidential.

I thank you in advance for your co-operation and response.

Alemu Yimer

1. Personal Data- 04

1.1 Sex _____

1.2 Educational background _____

1.3 Year of work experience _____

1.4 Position _____

2. Questions related to decentralization

- 2.1 To what extent are the relationships between Zone and Wereda administration?
- 2.2 What is political participation, co-operation and resource mobilization for local socio-economic development?
- 2.3 How do you evaluate the performance of decentralization in general and the study area in particular?
- 2.4 Is there competitive party politics at the Wereda level?
- 2.5 How did you evaluate the participation of communities in socio- economic development before and after decentralization in the Wereda?

3. Development related questions:

- 3.1 How do you explain local development before and after decentralization? With examples.
 - 3.2 How are going on in the Wereda? Regarding to: Rural roads, pure water points, health care centers, primary schools expansion and agricultural extension beneficiary in improved seeds, fertilizer etc.
 - 3.3 How is the Wereda physical plan process formulated?
 - 3.4 How is the skill and experience of employees to perform Wereda development activities?
 - 3.5 How do you explain Wereda socio-economic development plan and allocated budget to implement the activities? Is there a gap between physical and financial plan? To what extent?
4. What will you recommend in overcoming the problems you have mentioned?

Appendix V
Addis Ababa University
Faculty of Business and Economics
Department of Public Administration and Development Management

Part V

Interview Questions, for Zonal administration department heads (Finance and Economic Development, Health, Education, Agriculture and Zone Administrator)

Dear respondent: -The researcher intends to explore the status and impact of decentralization in development in Gozamain Wereda. Since this research is done for academic purpose. I assure you that all verbal and written responses are confidential.

I thank you in advance for your co-operation and response

Alemu Yimer

1. Personal Data: 05

1.1 Sex _____

1.2 Educational background _____

1.3 Year of work experience _____

1.6 Position _____

2. Questions related to decentralization and development

- 2.1 To what extent is the Zone administration supported Wereda administration?
 - 2.2 Is there adequate allocation of financial resources and technical backup for Wereda administration?
 - 2.3 How do you evaluate the performance of Wereda administration before and after decentralization in public service delivery?
 - 2.4 How is the Wereda administration participated the communities in socio-economic activities?
 - 2.5 Does have Zonal and Regional administration interfere in Wereda affairs? To what extent?
 - 2.6 How are policies and strategies interpreted and implemented in the Wereda administration?
- 3 .What will you recommend in overcoming the problems you have mentioned?

Appendix VI

Addis Ababa University

Faculty of Business and Economics

Department of Public Administration and Development Management

Part VI

Focus group discussion questions, for Experts, Elders, and Kebele

Administrators:

Dear Respondents: The researcher intends to explore the status and impact of decentralization in development in Gozamain Wereda. Since this research is done for academic purpose. I assure you that all verbal and written responses are confidential.

I thank you in advance for your co-operation and response.

Alemu Yimer

1. Personal Data: 06

- 1.1 Sex _____
- 1.2 Educational background _____
- 1.3 Year of work experience _____
- 1.4 Position _____

2. The impact of decentralization in development

- 2.1 Can decentralization increase democratic participation of the communities at Kebele level?
- 2.1. How do you evaluate the implementation of decentralization in general and the study area in particular?
- 2.2. How do you evaluate the linkage between decentralization and development in Gozamin Wereda?
- 2.3. How is the participation of stakeholders in socio-economic development activities in the Wereda?
- 2.4. What are the major constraints regarding human, financial and institutional capacities to implement socio-economic development plan in the Wereda?
- 2.5. What measures have been taken so far to solve the problems?