



# **Institutional Capacity of Local Government in Implementing the National Policy on Ethiopian Women (NPEW): the Case of Dilla Town**

**By: Tefera Assefa**

**Addis Ababa  
November, 2014**



**Addis Ababa University  
School of Graduate Studies  
Department of Public Administration and Management**

**Institutional Capacity of Local Government in  
Implementing the National Policy on Ethiopian Women  
(NPEW): the Case of Dilla Town**

**By: Tefera Assefa**

**A Thesis Submitted in Partial Fulfillment of the  
Requirements of Master Degree in Public Management and  
Policy, Specialized in Public Policy Studies**

**Advisor: Mulugeta Abebe (PhD.)**

**Addis Ababa, Ethiopia  
November, 2014**

## **Acknowledgements**

First, of all I would like to thank my advisor Mulugeta Abebe (PhD) for his supports in providing valuable advice and constructive ideas in the process of writing this paper.

Next I would like to express my heartfelt gratitude to Bahiru Deti (PhD candidate in Addis Ababa University) and my brother Gashaw Assefa for their generous support in providing me constructive suggestion on my paper in all parts of the research. My appreciation is also goes to all the participants of the research for their genuine information they provide me in conducting the research (Dilla town WAO, *Kifle ketemas* women and child affair officeand *Kebeles* womens representatives). Furthermore, I would like to appreciate Dilla Town Finance and Economic Development Office (FEDO) for their supports in giving important data about the town without any formal bureaucratic requirement.

Finally, I would like to express my gratitude to Dilla University ICT centers and library and their technicians who supports me in finding different books for reference. I would like to appreciate+ them for the time and efforts they provided me in searching the books

# Table of content

<b>Contents</b>	<b>pages</b>
Acknowledgement.....	i
Table of content.....	ii
List of table and boxes.....	iv
List of figures.....	iv
Acronyms.....	v
Abstract.....	vii
CHAPTER ONE: - INTRODUCTION.....	1
1.1    Background of the Paper.....	1
1.2    Statement of the Problem.....	3
1.3    Research Question.....	7
1.4    Objectives of the Research.....	7
1.4.1    General Objective.....	7
1.4.2    Specific Objectives.....	7
1.5    Significance of the Study.....	8
1.6    Scope of the Study.....	8
1.7    Limitation of the Study.....	8
1.8    Research Methodology.....	9
1.8.1    Research Approach.....	9
1.8.2    Sampling Techniques and Sample Size.....	10
1.8.3    Source of the Data.....	11
1.8.4    Data Collection Instrument.....	11
1.8.5    Method of Data Analysis and Presentation.....	12
1.9    Organization of the Paper.....	12
CHAPTER TWO: - REVIEW OF LITERATURE.....	13
2.1    Introduction.....	13
2.2    Concepts of Capacity and Institutional Capacity.....	13
2.3    Policy capacity.....	17
2.4    Policy Implementation.....	21
2.5    Local Government and Policy Implementation.....	25

2.6	Policy Implementation in Ethiopia.....	27
2.7	Institutional Arrangement and Responsibility in NPEW.....	28
2.8	National Instruments to Protect Women in Ethiopia.....	32
2.8.1	Constitutional Provision .....	32
2.8.2	Employment Acts and Proclamation .....	33
2.8.3	National Action Plan for Gender Equality.....	34
2.9	Summary .....	35
CHAPTER THREE: DATA PRESENTATION, ANALYSIS AND INTERPRETATION .....		37
3.1	Introduction .....	37
3.2	Background of the Study Area.....	37
3.3	Organizational Background of Dilla Town WCYAO.....	38
3.4	Institutional Capacity of Actor.....	40
3.4.1	Resource Capacity.....	42
3.4.1.1	Human Resource .....	42
3.4.1.2	Financial and other Resource and its Utilization.....	46
3.5	The accountability relationship of the actor in the town .....	49
3.6	The Policy Capacity of the Actor.....	50
3.7	The Responsibilities of the Local Government in the NPEW .....	53
3.8	The Network between the Local Actor .....	54
3.9	The Perception of the Users on the Service of the Actor .....	56
CHAPTER FOUR: SUMMERY OF MAJOR FINDING, CONCLUSION AND RECOMMENDATION .....		62
4.1	Introduction .....	62
4.2	Summary of Major Finding .....	62
4.3	Conclusion.....	66
4.4	Recommendation .....	68
Reference .....		71
Appendices.....		viii

## **List of table and boxes**

Table 1.1: Summary of sample design .....	11
Table 2.1: The seven dimension of policy implementation.....	24
Table 3.1: The Administration Division of Dilla Town.....	38
Table 3.2: Result of response to checklist by the actor.....	41
Table 3.4.1:- Personnel profile of the Dilla town Women Affair Office (TWAO).....	43
Table 3.4.2:- resource capacity of the actor.....	48
Table 3.8.1: Characteristics of the respondents.....	56
Table 3.8.2: The knowledge of the respondents of the office working on women.....	56
Table 3.8.3: Participation of the respondents in decision making .....	57
Table 3.8.4: Types of service received.....	58
Table 3.8.5: Sufficiency of the service received.....	59
Table 3.8.6: Repetition of time users came for one time service .....	60
Table 3.8.7: Quality of service received .....	60
Table 3.8.8: The satisfaction of the user.....	61
Table 4.1: Summary of the capacity of the three government level in the town.....	64
Box 2.1: Five central characteristics of concept of capacity.....	14

## **List of figures**

Figure 2.1: The capacity triangle.....	19
Figure 2.2: The organizational system for the implementation of NPEW.....	31

## Acronyms

BoFED	Bureau of Finance and Economic Development
CBOs	Community Based Organization
CDC	Community Development Corporation
EPRDF	Ethiopian People’s Revolutionary Democratic Front
FDRE	Federal Democratic Republic Of Ethiopia
FDRE	Federal Democratic Republic of Ethiopia
FEDO	Finance and Economic Development Office
FGD	Focus Group Discussion
FGM	Female Genital Mutilation
GAM	General Assessment Method
GOE	Government of Ethiopia
HR	Human Resource
MoLSA	Ministry Of Labor and Social Affair
MOWA	Ministry of Women’s’ Affair
MOWA	Ministry of Women Affair
MoWCYA	Ministry of Women, Children and Youth Affair
MoWYCA	Ministry of Women, Youth Child Affair
NAP-GE	National Action Plan for Gender Equality
NGOs	Non-Government Organizations
NPEW	National Policy of Ethiopian Women
NSGD	National Strategy for Gender Development
ODI	Overseas Development Institute
OGB	Oxfam Great Britain

PFE	Pastoralist Forum for Ethiopia
RWAB	Regional Women’s Affair Bureau
RWABs	Regional Women’s Affair Bureaus
SALGA	South African Local Government Association
TGE	Transitional Government of Ethiopia
TWAO	Town Women Affair Office
UNDP	United Nation Development Program
WAD	Women’s Affair Department
WAR	Women’s Affair Representative
WB	World Bank
WCYAD	Women, Child and Youth Affair Department
ZWCYAB	Zone Women, Child and youth affair bureau

## **Abstract**

National Policy on Ethiopian Women (NPEW) is the first national policy formulated in 1993 for the protection of women's economic, social, political and human right in Ethiopia. In implementing this policy different institutional arrangements are established. Even if the structure of the organizational system for the local governments was placed in the policy since its formulation, their actual establishment is very recent than that of the regional and federal government. They lack experience, coordination, sufficient human and physical resource to discharge their duties effectively. The objective of this paper is to investigate institutional capacity in implementing the national policy of Ethiopian women in Dilla town. In doing this, both qualitative and quantitative data were used in order to explore and describe the capacity of local government in Dilla town.

The study found out that despite the commitment of the government to resolve gender disparity in all spheres, the government failed to effectively institutionalize the national policy in the local government in the way that could respond to the women's need and problem in a localized manner. As such local governments in the Town have failed to address the problem of women adequately due to a numbers of capacity challenges and problems in their jurisdiction. The local governments in Dilla town suffer from limited institutional capacity such as shortage of human resource, lack of effective leadership, professionals and experts; lack of adequate material resource such as finance, office equipments and building for permanent office; limited policy knowledge and understanding, absence of organizational objective, plan, vision, mission and values especially at grass root level; there is also a limited/absence of coordination and well established network both among local governments and between the actor and other sectors; lack of gender disaggregated data in the local governments; limited level of community participation; lack of institutional experience are among the capacity problems faced by the governments in the town in discharging their responsibilities. This in turn resulted in poor quality service to the community in general and women in particular. In order to improve the capacity of the actor in the town government must consider and reconsider the local levels in the national policy and establish strong institution at the grass root level to make the service more responsive to the community.

# **CHAPTER ONE: - INTRODUCTION**

## **1.1 Background of the Paper**

Local governments have direct influence over policies in their community and also have strong local relationship in many communities (Mackres et al 2012). Many of public policy is implemented at local level by local government and other non-governmental and voluntary institutions. Different institutions are established and there existed in local level to implement the national policies formulated at center by the federal government. These institutions have their own structure and resources needed for the effective implementation of national policies. Particularly, while new policies are formulated, different institutional set up, which is responsible to handle these policies has to be established. These institutional set up have to be stretched from the point where policy is formulated to the point where policy is implemented. There has to be a link that integrates different institutions exists at different levels to implement policy (Willems and Baumert, 2003).

As such, overall organizational capacity is very important for both policy formulation and policy implementation of a given nation. For example, according to Grindle and Thomas (1990), the successful policy implementation will depend on the prevalence of institutional strength and political will and if these work in active manner. An excellent policy formulation with excellent policy instruments/tools may not be sufficient condition for the fulfillment of the policy objectives. There must be institutions that effectively implement the policy to bring an excellent policy outcome unless otherwise, the policy remains on the paper without bringing fruitful result for an intended/target group. In short, the successful implementation of policy highly and critically depends on clarity of the policy, local capacity and the commitment of the policy implementers (Paudel, 2009).

In Ethiopia, several policies have been formulated and developed both at national and sectoral levels to respond to the women's issues particularly with coming of EPRDF to the power (since 1991). The past policy frameworks that formulated in the past regimes were also amended and renewed to give greater consideration to the women's issues. The constitution of the Federal Democratic Republic of Ethiopia, National Population Policy, National Policy on Ethiopian Women (NPEW), the Revised Family Law, Criminal Code, Civil Servant and Labor

Proclamation, Developmental Welfare Policy, Health Policy, Educational and Training Policy are among the policies frameworks that explicitly or implicitly shows the direction for the protection of women and to develop their capacity in all aspects of life (Zenebu, 2011; The Transitional Government of Ethiopia (TGE), 1993). The concern of this paper is the National Policy of Ethiopia Women which established in 1993.

The process of correcting gender disparity in a society leads us to improving the condition and status of women in all spheres, which is also termed as women's empowerment. By way of defining this concept, Kishor (2005), cited the works of Dixon (1978) and Mason (1986) who defined women's status operationally as the "degree of women's access to and control over material resources (including food, income, land and other forms of wealth) and social resources (including knowledge, power and prestige) within the family, in the community, and in the society at large." Given these to consideration, to succeed, women's empowerment needs integrated and practical based policies and strategies both at national and local levels. This in turn depends on the prevalence of institutional capacities for policy formulation and policy implantation. Government, to implement the given policy, use different tools and instrument particularly at local levels. NGOs, voluntary organizations, community based institutions, associations and local level government tiers are among the implementing institutions in a local level.

In this manner, different institutions that stretching from federal level to local levels that works on the protection of women's right have been established in Ethiopia. This includes Ministry of Women, Children and Youth Affair (MoWCYA), Women's, Children and Youth Affair Department (WCYAD) established in each ministry and other government organization, Regional Women's, Children and Youth Affair Bureau (RWABs), and Zonal level Women's, Children and Youth Affair Bureau and Women's, Children and Youth Affair Office at district level. The institutions that established at federal and regional level are concerned with creation of smooth environment for the implementation of the national policy on Ethiopian women and oversight the progress of the activities done by the implementing institutions (Zenebu, 2011; Michiko, 2006; MOWA, 2006; The World Bank and The Women's Affair Office, 1998.)

This paper assess the institutional capacity of the local government in implementing the national policy on Ethiopian women with a special reference to their ability to prepare action plan to realize the policy, their knowledge on the policy, their accessibility to the women, resource allocation and utilization, and the interactions among those actor in Dilla town.

Dilla town is a zonal town of the Gedeo zone in the Southern Nation, Nationalities and Peoples of Ethiopia. It is a commercial center and one of the fast growing towns in the region. Even if it is currently a fast growing Town, there are a numbers of social, economic and infrastructural problems in the Town (BoFED, 2003). Absence of the permanent and comfortable office building for the government that engaged in the provision of service to the women in the Town is partly related to these problems. This in turn has adverse effects on the effective operation of the institutions that engaged in realization of the objectives of the national policy. In this manner, these problems have its own impact on the provision of service to the community in general and Women in particular in the town.

Dilla town is one of the 22 reforming towns in the SNNP of Ethiopia and ranked as second in its reform status next to Hawasa town. In the Town Women, Child and youth affair office was established based on the regional proclamation number 9/1998, 27/2002 and 133/2003. The objectives of the office are to protect the political, economic and social as well as the human right of the women in the town. To enhance equality between women and men in owning and managing property and participate and receive benefit from any development activities in community in the town is another objective of the office. Moreover, creating conducive environment and pave the ways for women to have different social, economic and legal services in town is objective of the office. These objectives are related and similar with the objectives of the National Policy on Ethiopian Women.

## **1.2 Statement of the Problem**

All over the world women have enjoyed a little independency and equality in all dimensions. Be it economic, political and social, they are marginalized and even some times considered as non-citizens. They are experiencing negative treatment from their families, communities, administration and even from their similar sex partners (that is women). Discrimination of women is even worse in developing countries like Ethiopia where the literacy level of the community is minimal. In Ethiopia women face political, social and cultural challenges that

undermine their human worth and dignity. They suffer from economic poverty, social discrimination, political disenfranchisement, and cultural subjugation (Ahmed et al, 2001; Jones, et al, 2010).

Despite women's numerical significance, and their remarkable contribution to the economic development, they have been placed to the disadvantaged position with no or weak authority and decision making power in the control and management of resources, and in social affairs. Such inequality emanated from the traditional norms and values adhered by the majority of the rural community. This is even more intensified with women's deprivation from equitable participation in educational system (The Norwegian Royal Embassy of Ethiopia, 2009; Jones, et al, 2010; Pathfinder International Ethiopia, 2007).

Despite the existence of policy instruments and institutional structures to women's issues, in actuality, a vast majority of Ethiopian women, particularly in rural areas, are far from being well-off, independent, and direct beneficiaries of development initiatives both at the national and local level. Their status in the socio-political, economic and cultural context is far behind the expected levels. Even today, the extent of their problem remains critical. The main reasons for persistently experiencing such a situation, inter alia, are the socio-cultural portrait of women and girls and their assigned role; existing practices of resource distribution; the division of labor; and the distribution of opportunities. Moreover, there is a gap between the needs and concerns of women and girls and the actual effort being made in response to them. It is in most cases related to actual implementation or lack of implementation of the policy, laws and constitutionally given rights of women and to national poverty (The Norwegian Royal Embassy of Ethiopia, 2009; Jones, et al, 2010). This particularly is high at the local level including Dilla town because of absence of strong institutions that effectively respond to the women's problems in expected manner.

As stated above, Ethiopian government has made different commitment in order to effectively respond to the problems of women. This includes the integration of the women's right in different laws and policies and the formulation of national policy on Ethiopian women (NPEW) in 1993 for the first time (Zenebu, 2011). Despite these efforts, the issues of women in Ethiopia are not as such effectively institutionalized, particularly at local level, in the ways that could

respond to problem of gender disparity. The capacity of local institutions engaged in the implementation of the National Policy on Ethiopian Women, particularly through the provision of services, remains questionable to realize gender equality in social, political and economic life, which is one of the major objectives of the policy. As stated in a generic guideline for promoting gender mainstreaming within pastoralist programs and organization prepared by Pastoralist Forum Ethiopia (PFE) and Oxfam Great Britain (OGB), 2008, there are considerable problems in addressing gender issues. It was stated that both government and non government development actor are unable to resolve gender issues in an adequate manner because of numbers of problems such as lack of capacity, lack of experience sharing, lack of coordinated action, lack of understanding of their dynamic and manifestation and etc. moreover the development plan for women was not demand driven and failed to consider the substantial difference across regional and sub-regional level. These problems are specifically true in Dilla town.

Gender difference and sex discrimination is the product of the traditional and backward social construction of the community. It is manmade and highly institutionalized in the mind of peoples for a long period of time. Therefore, it needs strong institutional capacity especially at the local level which is a core point at which policies are implemented and a level where the government has direct contact with people. In Ethiopia, in general and in Dilla Town in specific, there is the deficiency of such institutional capacity to implement the national policy on Ethiopia women. The local actor that directly involved in the women's issues in Dilla town lack capacities to reverse the highly institutionalized traditional bad attitudes regarding women in the mind of the community. They lack capacity to work in coordination with other government and non-government institutions to enhance the quality of their service and respond to the problem of the women in the town in an expected manner. Shortcomings of both physical and human resources are some of the problems in Dilla town. As such the paper was conducted an in-depth investigation of the institutional capacity of these actor in Dilla Town.

Different studies, reports and working papers have been written on national policy on Ethiopian women, but these studies do not incorporate the detail investigation of the capacity of the local actor in the implementation of the policy. The capacities to formulate their own institutional policy and capacities to manage and control their institutional structure and resource are the most

ignored aspects by scholars and government. The World Bank report on the implementation of the Ethiopian National Policy for Women (WB, 1998), show that the institutional and regulatory issues in implementing the national policy at regional levels, but says nothing on the institutional capacity in implementing the policy at the sub-regional level such as *zonal*, *woreda*, and *kebele* level.

Michiko (2006) in his publication (country gender profile of Ethiopia), has tried to identify the institutional mechanism on gender issues and national policy on women. But the paper did not conduct an in-depth analysis of the institutional capacity at local levels. He further identify that the institutional machinery did not rich the grassroots level, the point at which the policy program and projects are actually implemented; and only remain at *woreda*/district level.

Another research that assesses the institutional capacity to influence public policy in local setup is undertaken by Tekleab (2011) in Guraghe Zone. This paper made an in-depth assessment of the institutional capacities to influence public policy with a special emphasis on civil societies, council representatives, media and local government actor in Guraghe Zone. The paper made assessment on knowledge about policy context, how the actor influences the policy, how they link with other institutions and how they work with the community. However, the paper does not assess the specific policy and pays little emphasis to the implementation of policy. Furthermore, the paper was thematically delimited to the human aspect of the organizational capability and less emphasis on the physical capability such as financial capacity of the local actor.

In reality, those different institutions responsible for implementing policies at the local level are very important as they have direct contact with the local community and have important information about the problem of the community. However, these institutions are suffering from a number of institutional problems that hinder their capacity for effective implementation of the policy. Furthermore, the actor at local levels is one of the most ignored sectors both by scholars and practitioners. Even more, the National Policy on Ethiopian Women provide the implementation responsibility to the federal and regional states and to the institution that established in their jurisdiction. In that, the responsibilities of the local actor are not emphasized by the policy while the local actor is considered as the implementing system in the policy only in

its structure without detail specification. This is the greater policy gap that created in the policy formulation by federal government.

In short, this paper conducted an in-depth investigation on an institutional capacity of local government in implementing the national policy on Ethiopian women in local government (Dilla Town).

### **1.3 Research Question**

In order to assess the institutional capacity and challenges of local government in implementing the national policy on Ethiopian women with particular case study of Dilla town, the following research question were formulated.

- a. What are the resource capacities of the local government in Dilla town?
- b. Are the government actor in Dilla town has both the national policy and local institutions policy knowledge?
- c. What are the responsibilities of local government in Dilla town in the national policy?
- d. How the three government levels (TWAO, kifle ketema WAO kebele WAR) and other government sectors (health and education sectors) in Dilla town work with and support each other respectively?
- e. How the users perceive the service of the actor particularly of the Dilla town Women's Affairs Office?

### **1.4 Objectives of the Research**

#### **1.4.1 General Objective**

The general objective of this paper is to assess the institutional capacity of the local government in implementing the national policy on Ethiopian women in Dilla Town.

#### **1.4.2 Specific Objectives**

The specific objectives of this paper are:

- I. To identify and describe the resource capacity of the actor in Dilla town in implanting the policy,
- II. To assess the policy understanding of the actor in Dilla town,

- III. To investigate the accountability relationship between the local government in Dilla town
- IV. To identify the coordination and collaborations among the three government levels and between the government actor and other sectors in Dilla town, and
- V. To explore the users perception and attitudes about the service of the actor particularly of the town's women's affairs office.

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

Upon its accomplishment, the paper has its own significances. It will also be used by the concerned body to reconsider the contents of the policy to inculcate the role and responsibilities of the local actor in detail in the policy content. Furthermore, it could serve as a stepping point for other interested bodies to conduct detailed analysis of the contents of the policy. It will also be important to forward the possible remedies for the policy and capacity problems of local actor in the study area.

### **1.6 Scope of the Study**

Dilla town has the main land of the town and Dilla *akababi woredas*. But the study was delimited to the town and do not emphasize on the Dilla *akababi woredas*. Furthermore, the study was conducted with the specific and special emphasis on the government institution which directly engaged in the women's affairs and issues. In that, the study was not concerned with those different government sectors which are indirectly engaged in the women's affairs. There are also different women based associations and organizations that are established at the grass root levels to promote gender equality in the town. But these organizations are not the scope of this paper. In time frame, the paper was limited to the current (during the year of 2006 E.C.) capacity of the study unit.

### **1.7 Limitation of the Study**

The efforts to conduct this study were not without limitation; in the course of the study the research faced various problems. The first and foremost problem was difficulties in data collection particularly from the government officials as they were busy and most of the times they did not available as per appointment. Because of this, the paper was not completed as planned with the time schedule. Shortage of the finance is also another obstacle to conduct the

study; as such the researcher was forced to limited to the office that directly engaged in the women's issues in the town. A difficulty in weather condition in the study area is also considered as a challenge of the paper. Absence of recorded documents in the actor is another problem of the study as the researcher got difficulty to find some important data. Moreover the existing data is not well organized and clearly specified to be inculcated in the paper. Because of the aforementioned problems, the paper unable to assess the roles of different women based organizations which are established at the grass root level. The study also limited only to the WAO at the three levels in the Town. The paper also fails to inculcate the roles and responsibilities of different sectors such as health and education sectors

## **1.8 Research Methodology**

### **1.8.1 Research Approach**

In conducting this study, both qualitative and quantitative approach was applied. Qualitative approach was used when there is a need to explore the characteristics of a situation, group, or population, to evaluate programs, and to develop policies. It enables the researcher to develop a level of detail about the individual or place and to be highly involved in actual experiences of the participants. Qualitative research is characterized by its aims, which relate to understanding some aspect of social life, and its methods which (in general) generate words, rather than numbers, as data for analysis Brikci and Green (2007). In this paper, qualitative research approach was used to identify and investigate institutional capacity of local government in Dilla town to implement the national policy of Ethiopian women particularly policy understanding of the actor, existence of both policy and gender experts in the actor, how the actor understand and interpret the policy, network among the actor and between the actor and other sectors, resource of the actor. Quantitative approach was used to investigate and asses the perception of the users on the quality and sufficiency of the service of the Dilla town women's affair office. It was also used to make some assessment of capacity issues of the actor.

This research has attempted to identify institutional capacity of the local government in implementing the policy in Dilla town. Therefore, descriptive and exploratory methods of research were applied in the paper.

In the paper, descriptive research method was used to describe the capacity of the local government in the Dilla town and analyzed the actor's position and responsibilities in the national policy. The paper was also interpreting the perception of the women who are the user of the actor after identifying through the exploratory method. Exploratory method is important to identify or explore the policy knowledge and capacity of the three government levels in Dilla town.

### **1.8.2 Sampling Techniques and Sample Size**

Dilla town have three *kifle ketemas*/sub-town: Haro Wabalabu, Seassa and Beddecha. In each *kifle ketema*, there exist 3 *kebeles* (9 *kebeles* totally) and in each *kifle ketema* and in each *kebeles* there are 1 person that work on the women's issues in their respective mandate. As general, the town has Women's, Children and Youth Affair Office. The office is divided into three offices of which Women's Affair Office is one part. The town's women's affair office has two working process: capacity building and gender mainstreaming working process. The women's affair office currently has 6 staffs. In addition 1 person from supportive working process (the head of development plan, follow and evaluation work process) and the head of the Dilla Town WCYAO was also contacted for interview. In general, 20 government staffs in Dilla town were selected as participants of the research. Here, the general assessment (census) method and judgmental method was used to elicit information from all government staffs. Some of the users of the local actor were also contacted by using convenient method while they are coming to the actor for service as it is difficult to contact them in other place. The details of the sample design are summarized in the following table.

**Table 1.1:- Summary of Sample Design**

Target group	Institutions	No of respondents	Sample methods	Purpose
Government	Dilla town women's, child and youth affair office	8 staffs	Purposive (judgmental)	Semi structured Interview and questionnaire in form of checklist
	<i>Kifle ketemas</i> WCAO (3)	3 staffs	Purposive	Semi structured Interview and questionnaire in form checklist
	<i>Kebeles</i> WCAR(9)	9 representatives	Purposive	Asking some question orally and questionnaire in form of checklist
Users	Community	80 users	Availability method	Scheduled questionnaire and oral discussion.
Generally, 20 staffs from government office were contacted for interview, checklist and oral discussion while 80 users were contacted for scheduled questionnaire and oral discussion.				

### 1.8.3 Source of the Data

Data was collected from both primary and secondary sources. Primary data was collected from government staffs through instruments including semi-structured interview, checklist and oral discussion (before and after interview and checklist). Scheduled questionnaire and oral discussion was also used to elicit data (that shows the opinion of the users) from the users of Dilla town women's, child and youth affair office (WCYAO). Secondary data was collect from different documentation, reports and plans of the actor in the study area.

### 1.8.4 Data Collection Instrument

Relevant data for this paper were collected from the actor through semi-structured interview, oral discussion and checklist. Semi structured interview were conducted with three officials of the

Dilla town WAO and the head of the three *kifle ketemas*. In addition to this, one person (the head of the development plan, budget, following and evaluation working process) from the supportive working process and the head of the Town's WCYAO were contacted through semi-structured interview. The rests of the officials of the town's WAO and *kebele* women's representatives were approached by oral discussion and checklist. Totally, 18 respondents were properly filled and returned the checklist.

### **1.8.5 Method of Data Analysis and Presentation**

The qualitatively collected data were analyzed qualitatively. Analysis began along with data collection through the well documentation of the data. The analysis of qualitative research notes begins in the field, at the time of observation, interviewing, or both, as the researcher identifies problems and concepts that appear likely to help in understanding the situation. It is the first and critical step for the qualitative analysis. [http://www.sagepub.com/upm-data/43454\\_10.pdf](http://www.sagepub.com/upm-data/43454_10.pdf)

The data was well documented through notes during interview and oral discussions. The data that were collected through these techniques was immediately rephrased and re-documented immediately after the researcher separate from respondents because effective transcription and good analysis depends on documentation. The documented data was conceptualized and categorized into different themes based on the natures of the data while it was analyzed. Then the data was thematically described. Quantitative data was computed manually and analyzed by using tables to show percentages of responses. In doing this, both qualitative and quantitative data was used in a mixed way that each supports one another.

### **1.9 Organization of the Paper**

The paper organized into four chapters. The first chapter contains the introductory part of the paper (background, statement of the problem, objectives, research questions and methodology of the paper). The second chapter presents different empirical and theoretical literatures on capacity issues, policy implementation roles of local government in policy implementation and national instruments on gender equality in Ethiopia. The third chapter includes analysis and presentation of the data while the last chapter presents summary of major finding, conclusion and recommendation.

## CHAPTER TWO: - REVIEW OF LITERATURE

### 2.1 Introduction

This chapter deals with review of different literatures on the concepts of institutional capacity, policy capacity, policy implementation and national instruments on gender equality in Ethiopia. Different scholarly contributions on the above issues as it is appropriate to the analysis of the topic are presented as follow in this chapter.

### 2.2 Concepts of Capacity and Institutional Capacity

As one can understand from different literature, it is very difficult to provide single and universally accepted definition of the term capacity. This is because of the dynamic nature of the term and it is an evolving concept that changes through time. As stated in different literatures, the term capacity interpreted and defined differently by different scholars and institution as they provide their interpretation based of their experience and specific point of view. While doing so they incorporate different concepts and components of the term capacity. Therefore, what one could generalize is that, none of the definition is universal and none of it is generally accepted. Morgan (2006; 19), in his report on the concepts of capacity, he summarizes that:

*Every conception or definition of the concept of capacity is unsatisfactory in its way. Those that try to capture the full range of its various meanings tend to be too complex to use or too aggregated to have any operational value. Those, that focus more specifically on a few key aspects of capacity, end up with giving too little attention to issues that certain groups care about. One way to address this dilemma is to be conscious of the bias of a particular way of thinking about capacity and to help other participants to put it in context.*

He further identified and recommends the central characteristics of the term capacity based on the contribution of different scholars. These characteristics are summarized as follow in box 2.1

Box 2.1:- Five central characteristics of the concept of capacity

1. Capacity is about *empowerment and identity*, properties that allow an organization or system to survive, to grow, diversify and become more complex. To evolve in such a way, systems need power, control and space. Capacity has to do with people acting together to take control over their own lives in some fashion.
2. Capacity has to do with *collective ability*, i.e. that combination of attributes that enables a system to perform, deliver value, establish relationships and to renew itself. Or put another way, the abilities that allow systems - individuals, groups, organizations, groups of organizations - to be able to do something with some sort of intention and with some sort of effectiveness and at some sort of scale over time. A focus on abilities or capabilities can help provide more operational and specific ways to deal with the broader concept of capacity.
3. Capacity as a state or condition is inherently a *systems phenomenon*. Capacity is an emergent property or an interaction effect. It comes out of the dynamics involving a complex combination of attitudes, resources, strategies and skills, both tangible and intangible. It emerges from the positioning of a system within a particular context. And it usually deals with complex human activities which cannot be addressed from an exclusively technical perspective.
4. Capacity is a *potential* state. It is elusive and transient. It is about latent as opposed to kinetic energy. Performance, in contrast, is about execution and implementation or the result of the application/use of capacity. Given this latent quality, capacity is dependent to a large degree on intangibles. It is thus hard to induce, manage and measure. As a state or condition, it can disappear quickly particularly in smaller, more vulnerable structures. This potential state may require the use of different approaches to its development, management, assessment and monitoring.
5. Capacity is about the *creation of public value*. All countries, regardless of their level of development, have many examples of effective capacity that subverts the public interest. The most obvious would be organized corruption, the behavior of gangs and organized conspiracies and the capture of public institutions. In most countries, different kinds of capacities compete for power, control and resources.

Source: - Taken from Peter Morgan, 2006; 6-7

UNDP (2007; 3) in its paper ‘Capacity Assessment Methodology: user’s Guide’ defines capacity as “the ability of individuals, institutions and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner.” This definition is general and do not take

contextual difference that has to be taken in capacity assessment. It also related to the definition given by Land (2000; 2). He defines the term from instrumental perspectives. “The instrumental notion of Capacity is defined as the ability of individuals, organizations, or societies to set and implement development objectives on a sustainable basis runs through many of the cases.”

Institutional capacity is an evolving concept as it is defined and interpreted by different scholars in different manners in different context and time. Therefore, it is impossible to provide universal definition of the concept in single word. But it is possible to view the term in its specific context. Thus, the following are some of the definition of the term provided by different scholars in different time. The term institutional capacity, in its generality, is complex, vague or fuzzy concept. Therefore it is impossible to provide precise definition of the concept without identifying the contexts in which we are explain the term. It is not a static term in that it is evolving through time. Therefore, it is not an easy task to provide the exact definition of the term Willems and Baumert (2003).

Bhagavan and Virgin (2004) provide the definition of “institutional capacity” as it encompasses, on the one hand, the functions (tasks) that institutions should have the competence (ability) to perform, and, on the other, the resources (human, technical and financial) and structures they need to that end. This deals with the internal operational capacity of the institution and the resource needed to this end. This definition do not consider the external view and broader environmental perspectives such as political, economic, social and regulatory issues that has to be considered in the capacity assessment.

Institutional Capacity is a broad concept that constitutes factors such as; technical ability, leadership, legitimacy of organizations, political support, supporting enabling environment e.g. legal frameworks and coordination arrangements etc. Each of these constituent parts are interrelated and, if strengthened and can contribute to the overall strengthening of institutional capacity Wickham, Kinch and Lal (2009).

In defining the term capacity, in their report to the ford foundation on the five components of CDC capacity, GlickMan and Servon (1990) they provide and depend on five major components of capacity which includes: **resource capacity** (the capacity of the institution to generate and acquire resource for example from grant, contract, loan and other. How it attract, manage and maintain funding to meet its objectives), **organizational capacity** (the capabilities of the internal

operation of the institution which determine its ability to succeed and this is affected by different variables includes management style and skill of its staff, the size and experience of the institution and the organizational fiscal capacity), **network capacity** (the ability to work and interact with other institution both within and outside the community. This represent the external relationship that institution tries to develop and maintain, and is very critical for its success), **programmatic capacity** (this measures the types of service offered by the institution. The ability of the institutions to provide the core service and their ability to participate in other service such as technical supports, leadership development, cultural and educational activities), and **political capacity** (institutional ability to represent its resident credibly and advocate effectively on the behalf of its residents in the larger political arena, institution must be able to mobilize supports and demonstrate the community's concern about issues and policies as well as negotiate for the benefits of the other). This contribution in the definition of the term seems to be broader than the above, but the components used here could be categorized under the level of capacity used by the UNDP, and Willems and Baumert given bellow. And this definition does not consider the broader societal values, cultures, tradition and practices in the community as the components of the institutional capacity.

Another definition of capacity issue is the one given by UNDP (1997) as taken by Imbaruddin (2005). This is the UNDP conceptual approach to the institutional capacity and it emphasize on three level approaches to the institutional capacity analysis. The individual level institutional capacity (refers to the skills and competencies of staff available in each individual institution and the work ethic that the staff embraces in performing their functions efficiently and effectively within the entity or within a broader context.), the organizational level institutional capacity (relates to an organizations structures and working mechanisms, its working culture, and its resources.) and system level institutional capacity (refers to the national and regional Regulatory framework and policies that manage the institutions, and how these institutions inter-relate, interact and depend on each other and these levels of institutional capacity are very important as it assist the broader perspectives of institutional analysis.) unlike that of the Willems and Baumert components of the institutional capacity, this components do not consider the broader societal perspectives such as culture, values, practice and tradition.

Broader definition of institutional capacity which is not exclusively different from the above but more in broader perspectives is the definition used by Willems and Baumert (2003). They provide that the concept of institutional capacity has evolved over the years: the concept of institutional capacity is a moving target since the field has evolved over the years from an initial focus on building and strengthening individual organizations and providing technical and management training to support integrated planning and decision-making processes between institutions. Here they use the holistic view of the institutional capacity by which multilateral and bilateral development agencies have been used for capacity assessment framework. This framework distinguishes between three level institutional capacities: micro-level (it is individual level capacity which related to the individual performance and skill and it is very important for the success of any action and policy. It depends on different factors such as individual motivation, skill, training, and incentives), meso-level (it is organizational level capacity or management capacity. Performance of the organization is also a key for the measure of institutional capacity) and macro-level (broader organizational context or system level). They further distinguished the macro-level into three distinctive levels (network of organizations, public governance, and society, norm, values and practice) and put that there are five distinctive level of capacity. This definition and level of capacity seems more inclusive than the contribution of the above former scholars and institution.

From the above literatures of the institutional capacity, we can understand that the concepts of the institutional capacity that given by the scholars and international development organizations are not exclusively independent as their explanation is, in one way or other, inter dependant. They have some common terminology and components in their interpretation. All the above are equally important for this research as they have at least one common component of institutional capacity used in the analysis of the paper. Therefore, different components of the institutional capacity were used selectively as their appropriateness to the paper.

### **2.3 Policy capacity**

Any government plays multiple roles including the formulation and implementation of public policies in public interest. To endure, any government must have sufficient capacity to mitigate and adapt to the most severe problems threatening a society (Elgin et al, 2012). Such capacity, explained by different scholars, is a policy capacity of the government. The idea of the policy

capacity of government is difficult to conceptualize. Does it include the implementation (Pressman and Wildavsky 1973; Freudenberg and Gramling 1994), capacity of the system, or should it be concerned only with formulating clever and potentially effective policies? Also, does it include the political capacity of the system to respond to changing demands from interest groups and the mass public, or does it assume that government should be more autonomous? In the broadest sense a concept of policy capacity would include all the above factors (Peters, 1996). These indicate that policy capacity is not limited to the policy formulators and it includes the whole system that involved in the policy process. Besides, it includes the abilities of the system in the policy process to provide necessary response to the changing interests of the concerned body. The whole system includes government (the whole government or particular sector of the government), non-government organization, voluntary organization and etc

Despite the shortage of the literatures on policy capacity in the real world, the existing source put that, the concept of policy capacity, just like the concept of institutional capacity, is complex and ambiguous, but is typically concerned with policy advising – specifically the availability of high quality information, analysis and advice to support decision-making. (Gleeson et al, 2009) put that the scholarly literature offers a number of different definitions of policy capacity that highlight different dimensions. Saying this, they provide their own definition of the term policy capacity. They define the term 'policy capacity' is generally used to refer to the capacity of public sector agencies to develop and implement "good" policy (although players outside government, including a range of non-government organizations, universities, research agencies and service organizations also contribute to the policy capacity of nations and states, the term is most often used to describe the policy-making capacity of governments and the public service). This definition put that policy capacity is not only important for policy formulation and policy advice, but also for policy implementation.

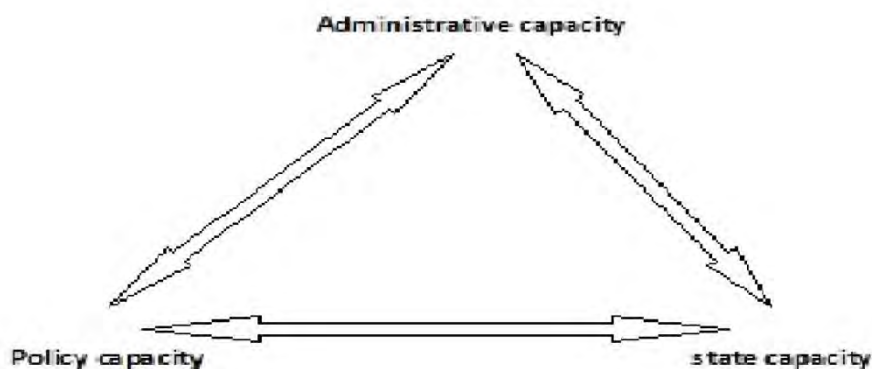
policy capacity has been defined as —a loose concept which covers the whole gamut of issues associated with the government's arrangements to review, formulate and implement policies within its jurisdiction. It includes the nature and quality of the resources available for these purposes - whether in the public service or beyond – and the practices and procedures by which these resources are mobilized and used (Fellegi 1996: 6). In this definition, government is considered as the only responsible for the policy capacity and limit policy capacity within the

government jurisdiction and ignoring the contribution of the non-government to the state policy capacity.

More detail definition of policy capacity is the one given by Painter and Pierre, 2005. They come up with the broad explanation of the policy capacity by comparing and differentiate it from administrative capacity and state capacity. Policy capacity, here, considered as one aspect or form of the three governing capacity. They conclude that the three terms are distinct concepts and are inter-dependant concept. They put that:

*A familiar way of conceptualizing the relationship between the three governing capacities is as a series of concentric circles, with state capacity forming the outer ring and administrative capacity the core, reflecting the view that effective policy and efficient administration are components of appropriate state activity more broadly conceived. But state capacity is not the sum of the other two: it is a separate aspect of governing capacity. At the same time, to some degree each is dependent on the other. This is best depicted in the form of a triangle. The three concepts are analytically distinct but interdependent components of governing capacity. (Painter and Pierre, 2005: 3)*

Figure 2.1: The capacity triangle



**Source:** Painter and Pierre, 2005: 3

They further explain policy capacity based on the three concepts and the concept of capacity which they relate to the structural characteristics and the resource stock of the governing system and the ways in which these stocks are channeled so as to be available when needed and put into use. And this is important for the policy success as it contribute for the effective policy implementation. They said that:

*... Evidence of policy capacity can be gathered both from the analysis of the quality and quantity of institutional resources and from the success of specific outputs and outcomes. In this respect policy capacity can vary from episode to episode and from time to time as different actors deploy the resources. Moreover policy capacity may vary from one policy sector to another. However, many of the most significant relationships and processes for generating policy capacity are cross-sectoral... The chances of policy success in a particular sector will clearly be affected by generic institutional arrangements. Moreover coordination itself is an important component of policy capacity, not only in a whole of government context but also in particular sectors where interdependence with others is high. Thus the unit of analysis might at one point be 'the sector' but at another the 'whole of government' (Painter and Pierre, 2005: 3).*

They, in addition to the defining the term policy capacity, continued by providing the measurement of policy capacity by answering the question how does the policy capacity measured? Likewise, they put, as many other scholars provide, the possible measurement of the policy capacity and put that the attainment of the stated goal, which means the effectiveness of the policy in substantive sectors of the policy, is possible measure of policy capacity. Providing this measurement, they also insist that relying exclusively on the policy effectiveness has its own danger as different social and political biases enter into the perception of the policy failure and success. Moreover, the assessment of policy capacity can change as the result of the shift from one time horizon to another. As such, they strongly recommend that the measurement of policy effectiveness must be contextualized in specific environment as there are the unknown limits to control of the policy environment due to the occurrence of unexpected turbulence (ibid).

In this paper, policy capacity is considered as the individual ability and mechanisms available to the individual staffs to enhance their ability to implement the national policy. In addition to the availability and sufficiency of resource at the disposal of the actor in Dilla town, it is also concerned with the knowledge of the staffs on the contents of policy. Moreover, the interaction among the actor and between the actor and other sectors, the existence of the effective leaders to strengthen this interaction is also considered as policy capacity in this paper.

## 2.4 Policy Implementation

*"It is hard enough to design public policies and programmes that look good on paper. It is harder still to formulate them in words and slogans that resonate pleasingly in the ears of political leaders and the constituencies to which they are responsive. And it is excruciatingly hard to implement them in a way that pleases anyone at all, including the supposed beneficiaries or clients". Bardach (1977, 3) quoted in Brynard (2005, 7-8)*

In every society, there exist some problems. These problems could be in the areas of politics, commerce, education, agriculture, communication, housing, transportation, health etc. In order to solve these problems as they might exist at given points in time, government is always seen formulating policies in response to them and in relation to the objectives of growth, national development and well being of the citizens (Ikechukwu and chukuwemeka, 2013). The formulated policy has to be effectively implemented to provide solution to the problem for which they are formulated. Implementation literally means carrying out, accomplishing, fulfilling, producing or completing a given task (Paudel, 2009). The founding fathers of implementation, Pressman and Wildavsky (1973) define it in terms of a relationship to policy as laid down in official documents. According to them, policy implementation may be viewed as a process of interaction between the setting of goals and actions geared to achieve them.

Policy implementation is the next and most crucial stage after its formulation. It is, perhaps, for its importance that some scholars refer to the policy implementation stage as the hub of policy process. Fundamentally, policy implementation is the process of translating a policy into actions and presumptions into results through various projects and programmes (Okoli and Onah, 2003; Ikelegbe, 2006). Kraft and Furlong (2007), and Ajaegbu and Eze (2010) state that policy implementation actually refers to the process and activities involved in the application, effectuation and administration of a policy. A variety of activities are involved in policy implementation that may include issuing and enforcing directives, disbursing funds, signing contracts, collecting data and analyzing problems, hiring and assigning personnel, setting committees and commissions, assigning duties and responsibilities and also making interim decisions etc (Nweke, 2006). Policy implementation embraces issuing and enforcing of directives, disbursing of funds, hiring of personnel, negotiating with private citizens of the

society for its full realization (Alino, Ikwegbe and Sule, 2013). These entail that in policy implementation; government employs different mechanisms and instruments both compulsory and non-compulsory instruments for its full realization.

The pattern and nature of policy implementation is the major explanation for the failure or success of any given policy. In this vein, Nwankwo and Apeh (2008) observe that the implementation of a policy is the most vital phase in the policy process as it is at this stage that the success or failure of a policy is determined. Ikelegbe (2006) and Nweke (2006), in this respect too, note that many policy failures result from ineffective implementation. In other words, the hallmark of any successful policy is effective implementation as it is only effectively implemented policy that solves societal problems. For this too, Dick (2003) argues that policy implementation is about the most critical dimension in the policy process given the fact that the success or failure of any given policy is, to a high degree, a function of implementation.

Ikelegbe (2006) identified different important issues barrier to the implementation of a given policy. The majority of these policy implementation barriers are related to the institutional capacity of the implementing institution. In this respect, institutional capacity of an implementing institutions in effective policy implementation, accounts a greater portion. In short, policy implementation is an integral and important stage and part of policy process rather than the separate and distinct from policy making process. It is all about the realization of the policy by using multiple policy instruments in a given policy context. For its realization, there must be policy and institutional capacity of those actor that takes parts in policy implementation. There must be effective institutional and policy mechanism by which policy implementation is enhanced.

Institutional capacity in policy implementation could be enhanced by implementation enablers, the factors that enhance the effectiveness of the policy implementation. As stated in Burke, Morris & McGarrigle (2012) in their paper “An Introductory Guide to Implementation: Terms, Concept and Framework” they identified some of the implementation enablers including stakeholder consultation, leadership, resource, implementation team, implementation plan, staff capacity, organizational support, supportive organizational cultures, communication, monitoring

and evaluation, and learning from experience. According to them these enablers has to be integrated to enhance the successful implementation of policy.

The above policy implementation enablers are components of the institutional and policy capacity in that they are a bridge that connect policy capacity and institutional capacity and make them to be interdependent in the area of policy implementation. They are the common denominator of policy capacity and institutional capacity. Likewise, policy and institutional capacity plays a greater role in effective policy implementation in a given community. In this view, Evans and Wellstead (2013; 63) put that “Ultimately, the substantive contribution and effectiveness of policy actor in the process of engagement is dependent upon the policy capacity inherent in their institutional home.”

Various scholars also identified a numbers of factors that influence policy implementation. These are the condition that facilitate or hinder effective policy implementation in a given context. For instance, DeGroff & Cargo (2009) identified three factors that affect the contemporary policy implantation process which includes: networked governance, sociopolitical context and the democratic turn, and new public management. Networked governance is all about the relationship and interaction among agencies across the policy implementation chain. Scholars in this dimension of implementation are interested in the networked organizational structures that allow policy idea to take their shape as real world action. Within a governance framework, network structures, rather than the formal institutions of government, dominate public policy and are increasingly responsible for policy implementation (Otoole, 2000; Peters & Pierre, 1998). Sociopolitical context and the democratic turn play a greater role at all levels of policy implementation process. It concerned with social values and political interest of policy implementers. Different stakeholder that involved in policy implementation made their own implementation decision about whose needs will be served how they will be served, and which outcomes will be valued and this decision is determined in part by social and political factors. It concerned with the participation of different institution and meaningful popular participation in policy implementation. New public management is a global public management reform that emerged in the early 1990s, advocates, in part, outcome-based performance.

In many policy environments, the quality and extent of a law's implementation are of primary concern. Beyond the passage of legislation, outcomes depend on the responsible agency's training and allocation of personnel, its research and development of technology, and its collection of data. These activities, among others, are components of an agency's organizational capacity. Capacity determines whether regulations are enforced, revenues are collected, benefits are distributed, and programs are completed. "It therefore plays a key role in the success or failure of policies and the bureaucracies/institutions that implement them" (Ting, 2009; 2).

Bhuyan, Jorgensen, and Sharma (2010), in their publication, taking the pulse of policy: the policy assessment tool, they develop a number of dimensions of the policy implementation based on the contribution of different theories and perspectives of the components of policy implementation. They put that several theories and perspectives exist on the key components of policy implementation and the ways in which to judge successful implementation. Any Policy Initiative has organized themes, influential factors, and components into a practical framework to help policymakers, program managers, and other stakeholders translate policies into action. The framework outlines seven dimensions that influence policy implementation. These dimensions are summarized as follow in table.

**Table -2.1 The Seven Dimension of Policy Implementation**

<b>The Policy, Its Formulation, and Dissemination</b>	Refers to the policy content, the nature of the formulation process, and the degree of dissemination. Are the policy's goals, objectives, and strategies clear and appropriate given the issues to be addressed by the policy? Do key stakeholders agree on the goals and strategies? Has the policy been disseminated to and understood by those responsible for implementation?
<b>Social, Political, and Economic Context</b>	Refers to the various social, political, and economic factors outside of the policy process that can either enhance or hinder effective implementation. Depending on the nature and scope of the policy, social norms such as gender inequality and governing processes such as decentralization and other factors can affect policy implementation. What are the effects and consequences of these factors?
<b>Leadership for Policy</b>	Recognizes that strong leadership and commitment are essential to ensure the follow through, resources, and accountability needed for putting policies into

<b>Implementation</b>	practice— however, the leaders responsible for policy formulation might find their attention diverted elsewhere once the policy is adopted or the responsibility for leading implementation might shift to new individuals and groups. How effective is the leadership for implementation?
<b>Stakeholder Involvement in Policy Implementation</b>	Recognizes that policy formulation is increasingly a multi-sectoral endeavor, yet this engagement might not continue during the policy implementation stage—thus, it is crucial to consider the extent of stakeholder involvement in policy implementation and the nature of the relationships and collaboration among different stakeholders.
<b>Planning for Implementation and Resource Mobilization</b>	Considers the planning, resources, and capacity needed to facilitate policy implementation. Does an implementation plan exist? Do organizations need new skills and training in order to implement the new policy? How will funding for new initiatives be ensured? How reliable is the resource flow?
<b>Operations and Services</b>	Refers to the coordination mechanisms, operational systems, and capacity of individuals and organizations charged with delivering services outlined in the policy. What are the positive changes as a result of putting the policy into practice on the ground? What are the challenges?
<b>Feedback on Progress and Results</b>	Recognizes the importance of regularly gathering, disseminating, and using feedback to assess progress toward achieving results. Who is and is not receiving information about implementation? How is the information used? Are the perspectives of beneficiaries or clients considered?

Source: - Bhuyan, Jorgensen, and Sharma (2010)

## 2.5 Local Government and Policy Implementation

Local government is the common characteristics of all countries following federal system. Even if the role and responsibilities of local government is varying from one federal system to other, they are considered as an important and integral level of federal government. Regarding this, (Steytler, 2005; 1) put that:

*Three-level government – federal, state/provincial and local government – is common to all federal systems; however, the place and role of local government in those systems*

*vary markedly. In some, local government is a constitutionally recognized sphere of government, while in others it is merely a competence of the state/provincial government. Nevertheless, local government has an increasing role in the governance of federal countries, placing new demands on the theory and practice of federalism. Moreover, its status is changing along with its new role.*

This makes the local government very important in providing public service that could respond to the local interest of local community. The service delivery by local government can easily be adjusted to the taste and preference of the local citizens since the local government is the closest government level to the local communities. In this respect, (Watt, 2006; 8) put that “The major advantage of local government is that it allows the local public goods and services it provides to be adjusted to suit the tastes and the preferences of local residents”. This is the typical and important area in which local government plays in the process of policy implementation in its jurisdiction.

Local governments have direct influence over policies in their community and also have strong local relationship in many communities (Mackres et al 2012). This makes the local government very important in policy implementation. Local government has multiple roles and provides multiples of social services to the communities which are the end of public policy and the criterion by which the success of the policy is measured.

The role of local government, with a particular emphasis on the women’s policy implementation, is very important as the issues of women could best be served through local government. This could be either through the formulation of gender equity policy by the local government or through the effective implementation of gender equity policy in the localized manners. Fact sheet on ten ways in which local government can advance gender equity developed by Gender Equity in Local Government Partnership(2012; 1) specify that,” local government plays an important role in creating and supporting environments that enable community to achieve optimal health and wellbeing. Reducing gender inequity for women is a key strategy in achieving this goal, as it allows for a more just, inclusive and fair society for both women and men.” Such that local government is an important tool for gender equality and for the protection of the women’s right. Local government plays enormous roles in promoting gender equity in community.

## 2.6 Policy Implementation in Ethiopia

Given the absence of sufficient and well organized literature on policy implementation in Ethiopia, many scholars and international development institutions identify that policy formulation and implementation in Ethiopia is based on the interest and preference of the ruling party and upper level of government structure. Brown and Amdissa (2007) in their paper *Implementing Policies for Chronic Poverty in Ethiopia* state that Overall policy formation and implementation in Ethiopia is shaped by the ideology and political strategy of the ruling EPRDF party, the political and logistical realities of governing such a large and diverse country, the influence of key actors (including the international community), and capacity constraints at all levels of government. They insist that there is an invisible role of the ruling party and central government in policy formulation and implementation. As such the policy formulation and implementation in Ethiopia is top-down approach which is depends on campaign approach by which the policy is formulated at the very heart of the government (federal level) by the high level government officials and rolling out the policy to the lower level of the government echelon for confirmation not for consultation. Even if sometimes some policy remain and limited to the regional level without reaching the local level and the implementation manual and even quotas for implementation are prepared by regional government and given to the local government for implementation.

*To push its development agenda, the government often pursues a 'campaign' approach to implementing policies and programmes. This tendency partially stems from the perceived effectiveness of past mass mobilization efforts and the belief that the state (and party) at all levels should act as a vanguard for development. Regional, woreda and kebele officials (...), repeatedly stated that one of their key duties was to mobilize poor people and to change their mindset and attitudes. During these campaigns local administrators are expected to focus their energy and resources on making the campaign a success, sometimes at the expense of their other responsibilities. Targets (or quotas) are often set by the federal or regional level for local administrators to achieve, often regardless of local administrative capacity or the willingness of communities to contribute. The state also spearheads mass education/training campaigns to change attitudes and local practices (Brown and Amdissa; 2007: 13)*

Even if the local government in Ethiopia is presumed as an autonomous institution, different Legal and policy framework limit their autonomy. Regarding this Ayele(2011; 13)put that”... the regional constitutions and statutes dealing with local government maintain the old hierarchical structure in which *woredas* and city administrations are treated as subordinate structures of the regional states rather than autonomous governments.” He said that this subordination emanate from the regional constitutions which reduce autonomy of the local government in Ethiopia. Beside this Yilmaz & Venugopal (2008; 11-12) and Ayele(2011; 13) further put that:

*The accountability of woreda chief administrators and mayors to regional governments has opened a door for the regional government not only to hinder the execution of the decisions of elected representatives of the local people, but also to replace local decisions with their own. This has undermined the role of the local councils as the overseers of the performance of the local executive bodies. The situation is further aggravated by the fact that,...., all levels of government in Ethiopia are controlled by one party, the EPRDF. In most cases, the regional chief administrators are the ‘party bosses’ of woreda chief administrators and mayors of city administrations. Thus, woreda chief administrators and mayors often tend to follow the instructions of their party bosses rather than the interests or the preferences of the local people.*

This in-turn limits the capacity of the local government in executing policy in the public interest and in the local context in which they implement the policy. Even more, this situation is aggravated as the local government has no autonomy in financial matters. The only financial resource is grant given to them by the regional government.

## **2.7 Institutional Arrangement and Responsibility in NPEW**

Since its formulation, different institutional arrangements have been established to implement the national policy on Ethiopian women. currently, the institutional arrangements constitute: the ministry of of Women, Children and Youth Affair (MoWCYA), Women’s, Children and Youth Affair Department (WCYAD), Regional Women’s, Children and Youth Affair Bureau (RWCYABs), and zonal level Women’s, Children and Youth Bureau (ZWCYAB), Women’s, Children and Youth Office at district level, and *kebele* Women’s Affair Unit. The following structure depicts the institutional system for the implementation of the national women’s affair

policy that developed when it was formulated. This structure shows that in local government (zonal women's affairs bureau, woreda women's affair offices and kebeles women's affairs units) is the implementing institutional or organizational system of the NPEW (office of prime minister, 1993). But the local actor is not formally mandated as policy implementers by the national policy. They are simply put as the implementing organizational system in the structure as the policy spell nothing regarding their responsibility. Furthermore, the kebele women's affair unit put in the structure as a grass root level implementers but in reality, for example in dilla town, there are no such unit rather at the kebele level there are one women's and child's affair representatives (voluntary workers) concerned in women's affair.

As shown in different empirical literatures, gender policy in many countries specifies the roles of the local authority in their policy paper. In United Republic of Tanzania for instance, as given in the National Strategy for Gender Development (ministry of community development, gender and children, 2000; 22) put that:

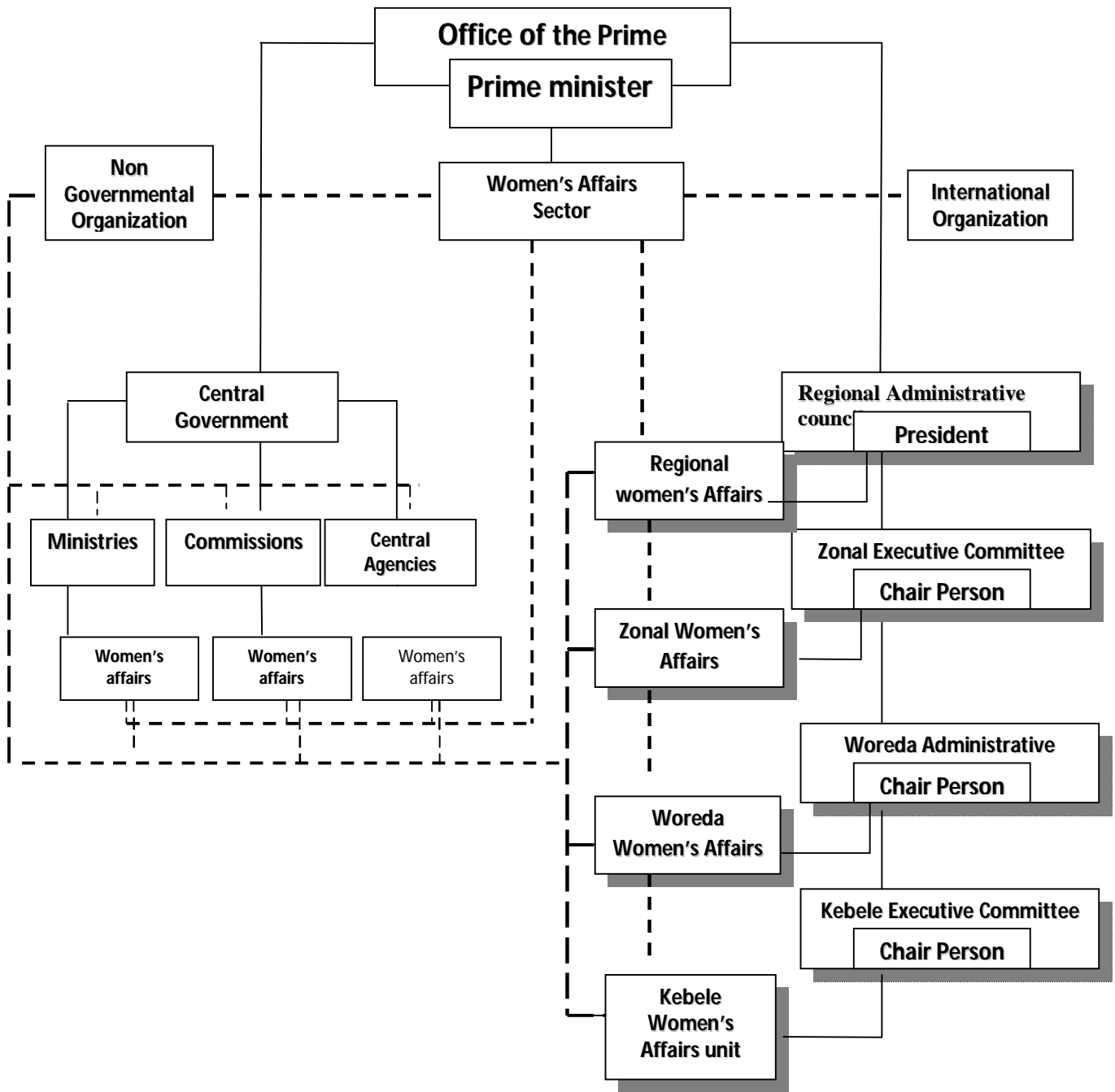
*At the District level, Local Government Authorities (district/town/municipal/city councils/village) will plan and implement programmes within their areas of jurisdiction in collaboration with other actors including communities and households through participatory process. The Local Authorities will allocate adequate resources to support the implementation of the NSGD as well as to monitor and report progress on gender equality, equity and development. They will also be responsible for sensitizing various target groups on gender issues and facilitate generation; utilization and dissemination of gender disaggregated data and information.*

This shows that local government has responsibilities and roles in the implementation of the policy and the strategies. Not only this, the strategy provide ample of implementation responsibilities to the community and private sectors which is not common in Ethiopian national policy on women and the national action plan for gender equality.

Other empirical literature regarding this is the Republic of South Africa's National Policy Framework for Women's Empowerment and Gender Equality (The Office on the Status of Women, n.d; 33 ). By believing that, "Local government is responsible for the delivery of basic

needs (including local economic development, environmental protection, electricity, health, housing, library services, licensing, parks and recreation, planning, produce markets, roads, sewage, traffic, transport and water) and the inadequate provision of these basic needs will obviously impact negatively on women. Gender sensitive policies, procedures, and practices will therefore be crucial.” (ibid) In doing this republic of South Africa both through its constitution and national gender policy framework, make the local authority responsible for an effective provision of the basic service in their jurisdiction. There is also responsible machinery in the federal level that enhances the role of the local government in republic of South Africa. “Through its broad responsibilities in the area of local government, the Department of Provincial Affairs and Local Government will have an important role to play in working with local authorities to advance women's empowerment and gender equality.”(ibid) There is also South African Local Government Association (SALGA) which “played a pivotal role in lobbying for the creation of gender structures which would drive transformation in both the external and internal work of the local government councils.” (ibid)

**Figure 2.2: -The Organizational System for the Implementation of National Women’s Affairs Policy**



————— Direct accountability  
 - - - - - working relationship

Source: office of prime minister, 1993 (The National Policy on Ethiopian Women)

Given the above structure, the policy in its policy content, strategies for the implementation of the policy and the implementation of the policy, there is no provision that shows the responsibilities and duties of the local government and it exclusively provide the implementation responsibilities to the national level through the women's affair sector in the prime minister's office, the regional government through the regional women's affairs sector and women's affair department in ministries and public organization. Furthermore, the policy failed to specify the natures and characteristics of the network and interaction that has to be held between those actor.

## **2.8 National Instruments to Protect Women in Ethiopia**

Given the national policy on Ethiopian women, different legal and policy framework and instruments have been developed by the government of federal democratic republic of Ethiopia. These legal and policy framework create conducive environment for the effective implementation of the national policy on Ethiopian women. These include the FDRE constitution, federal civil servant proclamation, labor proclamation and nation action plan for gender equality among other.

### **2.8.1 Constitutional Provision**

Constitutional provision of FDRE paying greater emphasize on women empowerment, equality of women with men, protection of fundamental right of peoples. Article 25 of Ethiopian constitution put that all persons are equal before the law and are entitled without any discrimination to the equal protection of the law. In this respect, the law shall guarantee to all persons equal and effective protection without discrimination on grounds of race, nation, nationality, other social origin, color, sex, language, religion, political or other opinion, property, birth or other status. This shows that important place given to the women in the constitution. In addition to this the constitution provides women with general protection from male domination and equality in terms of various engagements. Article 34(1) of Ethiopian constitution reads as Men and women, without any distinction as to race, nation, nationality or religion, who have attained marriageable age as defined by law, have the right to marry and found a family. They have equal rights while entering into, during marriage and at the time of divorce. The constitution also provides the details of law regarding these issues shall be enacted by various government bodies. This entail that constitution does not provide the details of the rule regulation, proclamation and law by which women empowerment can be enforced.

In addition to the above provision there is also other provision with particular emphasize on women's protection. Article 35 of the Ethiopian constitution provides right to women and this article put more specific provision than that of the above provision. The provision includes that women shall have equal right with men in all aspects of life. Women shall given special attention in order to remedy the historical legacy of inequality and discrimination suffered by women in political, social and economic life and thus entitled to affirmative action. The constitution also provides that the influence of harmful customs, laws, practice and tradition that oppress or cause bodily and mental harm to women are prohibited and thus shall be eliminated. Women have right to be fully consulted in formulation and designing, and execution of National Development Policies and projects particularly in the areas that affects their interest. It is also provided that women shall have equal right with men in acquire, administer, control, use and transfer of property. Besides, they shall have right to equality in employment, promotion, pay and the transfer of pension payments. Furthermore, women shall have a right of access to family planning education, information and capacity in order to prevent them from harm caused by pregnancy and childbirth, and safeguard their health.

Regarding these provisions, different proclamation, law, rules and regulation that specifically explain and provides the details of women's entitlement were formulated and being functional. Family law regarding inheritance and property right for women, civil service proclamation regarding women's employment in government institution, maternity leave, and affirmative action in recruitment, and equal payment, labor proclamation regarding female's employment in private organization and protection of females from any maladministration and threats at work place are some of the detail provision regarding women's empowerment.

### **2.8.2 Employment Acts and Proclamation**

Different entitlements are given to women in workplace through different acts and proclamation with special emphasis on the maternity and protection of pregnant women. The proclamation was also devised to protect females from workplace harassment and respecting for equal pays for equal work. Not only this, different acts and proclamation provide certain benefits and advantages to female in recruitment and selection which is termed as affirmative action in employment. Accordingly, the following are the provision on employment that gives the women with special entitlement. Ethiopian Federal Civil Servant Proclamation No. 515/2007 under third

chapter article 41 provides the right and entitlements of leave for pregnant women before and after their confinements. The article provides that a pregnant civil servant shall be entitled to: Paid leave for medical examination in accordance with a doctor's recommendation and Paid leave before delivery if recommended by a doctor. A pregnant civil servant shall be entitled to a period of 90 consecutive days of maternity leave with pay before(30 days) and after (60 days) her confinement and if the baby is delivered before the completion of preceding parental leave the unused leave will granted after her confinement. The civil servant shall be entitled to sick leave if she becomes sick after completion of her maternity leave under the federal civil servant proclamation of Ethiopia. Furthermore, the proclamation provides that any civil servant shall be entitled a paternity leave with pay for five working days at the time of his wife's delivery.

The above provision of civil servant proclamation was also provided in labor proclamation of Ethiopia under proclamation No.377/2003 with a slight difference in that the former deals with public employees and the later with private employees. National employment policy and strategy of Ethiopia (prepared by GoE, MoLSA, 2009) also provide a means and strategy for gender mainstreaming and affirmative action for women in employment. It provide women's focused employment strategies which includes enforcing affirmative action to make women to be the part or beneficiaries of the mainstreaming programs and projects, enhance women's productivity and income as well as their earning capacity by introducing gender friendly appropriate technology, facilitating the establishment of child-care centers for young working mothers and etc.

### **2.8.3 National Action Plan for Gender Equality**

The national action plan for gender equality (NAP-GE) –one of the national instruments for the implementation of national policy on Ethiopia women- is prepared by the then ministry of women's affair (MOWA) in 2006. The major objective of the NAP-GE is to Enhance Rapid Economic Growth through Enhance Women's and Girls' Economic Empowerment and Enhance the Role and Benefits of Women in Environmental Management and Protection; Improve Human Development through the Promotion of equal access and success in education and training for women/girls and Improve women and girls Reproductive Rights, Health and HIV/AIDS Status; Democratization and Governance with a special reference to Reduction in Violence against women and girls and improve their Human Rights, and Increase women's access to all Levels of decision making, in particular in political and public spheres and Improved Public Institutional

Performance through the Implementation of gender-based analysis and approach in all government departments and support institutional mechanisms for gender mainstreaming.

But the national action plan for gender equality, as deeply shown in its planning matrix to link the strategic objectives of the action plan to PASDEP's pillars, the majority of the responsibility of the implementation of the action plan, if not exclusively, is given to regional government and federal level ministries with less emphasis to the local government. In this plan matrix, the responsibility of the budget allocation is exclusively rests on the federal government, regional government and public organization in sector ministries. There is no single provision for the local government to allocate budget that is the budget is allocated to them by regional and federal government and other donor agency as the case may be. Given this the action plan put that there are absence of appropriate institutional mechanisms in implementing gender related policies and this in-turn hamper the attainment of gender equality. It put that:

*Commitments made to place structures at the highest possible level; allocation of adequate financial resources and the assignment of sufficient human resources have not been fulfilled. Professional capacity; and opportunity to influence government policies are also lacking. As a result Institutional Mechanisms suffer from a list of handicaps that hinder the implementation of gender mainstreaming including limited role in decision making, shortage of staff, budgetary limitation, unclear mandate and job description, accountability for gender issues are limited to few women working in women's affairs, absence of sex disaggregated data, problems of collaboration and networking and attitudinal problem with the actors in gender matters (NAP-GE, 2006: 12-13).*

Generally, all of the above national instruments and provisions (with the exception of the National Policy on Ethiopian Women, which show the structure of the local actors at most) ignore the roles of the local actor in the implementation of the policy.

## **2.9 Summary**

From the above literature, one can generalized that both policy capacity and institutional capacity could be understood from different perspective. It is impossible to generalize the concepts of the terms and should be treated based on the specific situation in which they are dealt with. This is because of that the concept of capacity is, in its generality complex, fuzzy and ambiguous.

Policy implementation is an integral and important stage in policy cycle. Success and failure of the policy pays greater credits in its implementation as an effective policy will fail if ineffectively implemented and good policy will fail if badly implemented. In the same vein, policy implementation could be influenced by different policy enablers and policy challenges. Policy capacity and capacity of implementing institution are of greater account for the effective policy implementation.

Local government plays greater roles in realization of gender equality in their jurisdiction. As local government has an ample of the responsibilities and providing multiples of service to the community. The role of local government, with a particular emphasis on the women's policy implementation, is very important as the issues of women could best be served through local government. This could be either through the formulation of gender equity policy by the local government or through the effective implementation of gender equity policy in the localized manners.

Different national instruments and organizational structures are established in Ethiopia to support the implementation of the national policy on Ethiopian women. The national instrument which includes national action plan for gender equality, FDRE constitution, employment acts are some among other. But those instruments do not provide important consideration to the local actor in the policy implementation. The policy itself fails to recognize the local government as a major implementer of the policy. This is further intensified by the implementation approach follow by the country which is top-down approach in its nature. This intern limits the capacity of local actor in policy implementation.

# **CHAPTER THREE: DATA PRESENTATION, ANALYSIS AND INTERPRETATION**

## **3.1 Introduction**

As one identify from the literature, policy implementation is influenced by different factors of which capacity of the implementing institution is one. The implementing institution must have sufficient understanding of the policy to effectively implement the policy. They have to participate in the policy formulation process rather than simply accepting the policy or implementation manual which made by anyone else. This made the policy implementers to feel as they are owner of the policy and put greater commitment and efforts for the realization of the policy. Effective communication of the policy contents to the policy implementers, availability of sufficient resource; ability to mobilization and effective utilization of the existing recourse, effective leadership, and considerable participation of the stakeholder both in formulation and implementation of the policy are important factors that affect the effective policy implementation especially at the local level.

This chapter deals with the presentation, analysis and interpretation of the data collected from the sample population and different documents. It constitutes the background of the study area, the responsibilities of the local government in the policy, institutional capacity (the roles, how roles are assigned, how the staff understand the responsibility, the resource and its sufficiency and how it is utilized in the institution), policy capacity (the policy knowledge of the actor, how the actor identify their roles and responsibilities in the policy, existence of the institutional plan, goals, mission, vision, and values), the network between the three government levels and the perception of the users on the actor in Dilla Town.

## **3.2 Background of the Study Area**

Dilla town is the capital of Gedeo Zone, SNNP. It is located at a distance of 365 KMs south of Addis Ababa, the National capital and 90 KMs south of Hawasa, the capital of the Southern Nations, Nationalities and Peoples' Region on the main way from Addis Ababa to Moyale, Ethio-Kenya border. The town covers about the total areas of 1123.47 Sq.kms. The Town first established officially by the famous farmer known as Bedecha Uddo on the land area of 9240

hectare in 1904. The Town has been under the administration of various governors over the last nine decades.

Currently the Town is divided into three sub-Towns namely *Beddecha*, *Haro Welabu* and *Sessa*. And these sub-towns (*k/ketemas*) are further divided into three *kebeles* and the Town is divided into 9 *kebeles*. The following table shows the administrative levels in the Town

**Table 3.1:- The Administration Division of Dilla Town**

Sub-town	Kebeles		
Beddecha k/ketema	Boiti	Harsu	Weldena
Haro Welabu K/ketema	Buno	Hasse Della	Haroressa
Sessa K/ketema	Bareda	Haroke	Odayaa

Dilla town is the commercial center of the Gedeo zone. As indicated in the documents found in the Dilla Town finance and economic development office, the town has not registered a significant growth especially when compared with its age. There are noticeable shortage of basic social and public service in the town: poor and insufficient health service in the town, poor quality education because of limited numbers of school (only one secondary school), limited capacity of teachers and lack of educational facilities. In the same manner, the problems of infrastructural development hamper the socio-economic development of the town. Moreover, growing unemployment, poverty, lack of residential house, low revenue collection capacity, problem of efficient utilization of resource, absence of effective leadership and low community participation are among the mentioned problems that hampered socio-economic development of the Town (Dilla Town FEDO, 2005 E.C. and Dilla Town Administration Council, 2005 E.C.).

### **3.3 Organizational Background of Dilla Town WCYAO**

The office has no organized documents that show the history and current status of the sector. In this manner, the following information was obtained from some of the officials of the office. Even the office has no well organized organizational profiles that show the overall roles and responsibilities of the office in general and individual worker in particular.

Dilla Town WCYAO was first established in 2006 as a women affair office and situated under the Town's administration office. The office started its work for the first time with three workers

and was divided into gender mainstreaming, and protection of harmful traditional practice on women and using appropriate technology to enhance women's income generation capacity. In the following year (2007) the office was changed in to the women's and social affairs office and operated its duties with only 5 workers. In 2008 the office has increased its personnel to 7 permanent workers and 1 voluntary worker (totally 8 personnel). In 2010 new government structures were introduced and the office was changed in to Dilla town Women, Child and Youth Affairs Office/sector and it is separated from the Town's Administration office in 2011 and now the office share the rented private building for their office with Dilla town road and transport unit.

Since then, the works of the office was further decentralized into lower government levels for the first time. These government levels are *kifle ketemas* (sub-town) women and child affair office and *kebeles* women's and child's affair representatives. At these government levels, the actor were not established before as it is stipulated in the national policy particularly *kebeles* women's affairs unit. The *kebele* and *kifle ketema* structure of the women and child affairs was established in the town 18 years after policy was formulated.

The town's women affairs office currently is considered as one office in the sector. The office is headed by women and child affair vice head. The office is divided into two working process: gender mainstreaming work process which plays the roles that the issues of both women and men are equally included in the development plan, projects and program of all sectors in the town as well as the protection of women's from any violence and traditional practices in the town, adjudication and arbitration to resolve conflict between wife and husband. The second is women's capacity building work process which plays the roles of enhancing the capacity of the women in social, political and economical aspects.

In the words of the respondents, if not specified in written document, the role of *kifle ketemas* women Affairs Office and *kebeles* women's representatives could be categorized under two major categories which are similar with the roles of the TWAO. These are gender mainstreaming and capacity building of women in their respective jurisdiction. In each category, the roles of the *k/ketemas* and *kebeles* Women and Children Affair Office and representatives respectively is:

- creating awareness by using different mechanisms,
- Recruiting different women that need supports (both material and non-material support),

- Organizing women and providing training on the benefits of organized women's group and assist them to have chance to participate in saving and credit service provided by different institutions so as to enhance their creativity then their income generation capacity,
- They are also plays an adjudicatory and arbitration role to resolve conflict between the husband and wife, and any case that violate the right of women by using different legal grounds.

The roles and responsibilities of the *kebeles* women's representatives which are more different from that of the town's WAO and *kifle ketemas* WAO is that they have direct contacts with the concerned body in their jurisdictions. In that, in the words of the *kebeles* officials, they plays practical role than that of the *kifle ketemas* and Town WAO. The *kebeles* officials are responsible for the mobilization of women in their respective *kebele*. In doing this *kebeles* are, based on the rules and regulation of the government and under the structure of the government, organize women in to different organizations. In the words of the respondents to the oral question, all burdens of organizing the women are left to the *kebeles* officials. As such, *kebeles* are responsible to organize women in to four basic organizations: Women's Association (የሴቶች ማኅበራት), Women's League, Women's Forum and Women's Federation. Even if it is limited to organized women, these women's based organizations are very important for the realization of any government policy (including the political purpose of the ruling party) regarding women in the town. The detail explanation of these organizations is not the purpose of this paper.

### **3.4 Institutional Capacity of Actor**

This part concerned with presenting and analyzing the institutional capacity of the actor in Dilla town which includes the town's Women Affair Office (WAO), *kifle ketemas* WAO and *kebeles* women's representatives using different instruments previously mentioned. Based on the response obtained from each instruments, the results were organized as follow in the way that support each other. The following table shows the response of the staffs of the actor to the checklist that helps to identify the institutional capacity of the actor.

**Table 3.2:- Results of the Response to Checklist by the Actor**

Issues	Response			
		Yes	No	Total
1. The organization provide sufficient training service to the women in the town	No.	-	18	18
	%	-	100%	100%
2. The organization provide the needed materials to the women in the town	No.	-	18	18
	%	-	100%	100%
3. The organization have an updated gender disaggregated data	No.	1	17	18
	%	5.5%	94.5%	100%
4. The organization fulfill its plan and objectives as intended	No.	7	11	18
	%	38.9%	61.1%	100%
5. The sector has strong leadership that follow the fulfillment of the organizational plan	No.	3	15	18
	%	16.7%	83.3%	100%
6. The organizational plan is prepared based exactly on the interests of the women in the town	No.	2	16	18
	%	11.1%	88.9%	100%
7. The organization participate in the decision making process of the higher level government office	No.	3	15	18
	%	16.7%	83.3%	100%
8. Community participate in the planning process of the organization	No.	-	18	18
	%	-	100%	100%
9. The organization conduct need assessments on women's interest	No.	-	18	18
	%	-	100%	100%
10. The organization have the right to mobilize resource for the realization of their goals	No.	9	9	18
	%	50%	50%	100%
11. The directives or implementation manual prepared by higher level government represent the interest of the women in Dilla town	No.	2	16	18
	%	11.1%	88.9%	100%
12. The organization participate in the preparation of implementation manual of the region	No.	1	17	18
	%	5.5%	95.5%	100%
13. Continuous and sufficient training and further educational opportunity is given to the personnel of the organization to enhance their capacity	No.	-	18	18
	%	-	100%	100%
14. The organization allocate fairly and optimally utilize the existing resource	No.	6	12	18
	%	33.3%	66.7%	100%

Source: response of checklist questions

### **3.4.1 Resource Capacity**

#### **3.4.1.1 Human Resource**

One of the dimension or components of institutional capacity is the availability of sufficient and skilled manpower (which include effective leadership, professionals and experts). As it was identified from interview and staff charts of Dilla town WCYAO, the WAO lack human resource. In the words of the respondents, the office is in short of professional workforce and leader. The office is headed by the officials who are appointed by political party. The appointment of the head is based on political contribution of the appointee to party organization not on the professional and leadership capacity. Beside, the office lacks competitive workers in the area that related to the women's problems and on gender issues. The office has no gender experts that assist the effective and detail interpretation of the gender issues in the town. For instance, as indicated in table 3.4.1, the gender mainstreaming working process of the TWAO is headed by diploma holder in language. Given this, the respondents stipulate that there is a fusion of the role of the office with the political role by the leaders of the office. Moreover, they said that most of their time is spent for the political purpose than that of the women's issues. The respondents put that the political appointee lack understanding about the internal operation of the office.

In the words of the respondents, the major emphasis of the leaders is on the mobilization of women in the town in the party line. As such, there are mobilization of women into development team and 1to 5 by the town's women affair office (it is also undertaken by *kifle ketemas* WAO and *kebeles* women's representatives) while the emphasis of the other officials is on the women's concerns in the town. The leaders are more responsive and inclined toward the fulfillment of the objective of the party organization rather than objectives of the sector. The respondents said that for the appointee, women's issues and gender concern is not a primary concern or objectives. Their primary concern is political and there is a greater and invincible hand of the party organization in the sector as such there is turnover of the leader in the office. In the words of the respondents, the office is leaded by inexperienced office head as the appointees are frequently changed. This in turn has greater obstacle for the smooth functioning of the office. Moreover, the office has limited capacity regarding the human and material resource to discharge its responsibilities.

Generally the following table shows the currently available and required human resources of each working process of the Dilla town Women Affair Office (TWAO).

**Table 3.4.1:- personnel profile of the Dilla town Women Affair Office (TWAO)**

Working process	No of staff	required	shortage	Profession
Capacity building working process	2	3	1	1 Law diploma 1 social science diploma
Gender mainstreaming working process	3(1M & 2F)	4	1	2 degree holder - Sociology - Rural development 1 diploma in language
Office head (politically appointed)	1	1	-	Political appointee
Total	6	8	2	

Source: - developed form interview and charts of the personnel in Dilla town WAO

The table shows that the total number of existing personnel of the office is 6 and the required personnel are 8 including the political appointee. This is to mean that the office fulfill only (6 out of 8) 75% of its human resource requirement while the respondents believes that even if the total required personnel are in place, because of the bulkiness and multiplicity of the work of the office, it would have not been sufficient for the effective operation of the office. Each working process and officials and required abilities and educational backgrounds of the officials in the working process is decided by the regional government with little consideration of the internal capacity of the office in particular and the Town administration office in general. As such there is lack of gender experts in the office. This make the workers to operate on their own experience supported by occasional awareness raising and training provided to them.

Given the shortage of human resource (HR) requirement, the existing staff had never got necessary training and educational opportunity to enhance their capacity. Regarding the availability of sufficient training to the staff, table 3.2(13) shows that 100% of the respondents said that sufficient training is not provided for the staffs and none of them are invited to further educational opportunity to enhance their capacity. This in turn resulted in limited individual capacity in the sector in one way and limited capacity of the office in other (as institutional

capacity is the product of the individuals capacity) to provide sufficient and quality service to the users in particular and the community in general.

According to the officials, the Town's WAO is responsible for and plays roles of gender mainstreaming and capacity building of the women in the town. Regarding gender mainstreaming the office plays different roles such as checking whether the issues of gender is equitably considered and included in the plans of each and every sector in the town. In doing this, the officials said that the only means used is hearing of the plan of each sectors in the meeting to present their plan to the town Administration Office through the representatives of the office. Here strong relation and partnership (especially for effective gender mainstreaming in the plan of these sectors) between those sectors and the office are very vital as the women's issues, if not directly linked to the office, are best served through these sectors. But the office lack commitment, ability and gender experts to do so. Regarding this, the detail explanation is given under the network among the actor at different levels.

*Kifle Ketemas* women's affair offices are not self- contained or independent women institutions. They are rather structured under the *kifle ketemas* Administration Office and they are directly accountable to the *kifle ketemas* Administration Office as they are depends on and perform by the budget given to them by the *kifle ketemas* Administration Office. They are also accountable to the Dilla town women, children and youth affair office as the plan which they are meant to implement are prepared and directly assigned to them by the town WAO. The offices are responsible not only for the women's affairs but also for the issues and concerns of children in the *kifle ketemas*. Amazingly, the offices are handled by single official who is not professional and is not selected on the basis of their professional capacity. They hold the office and work on the gender issues as a political appointee of the party organization. They are also responsible for party's objectives as they are appointed by the party.

The critical question that should be answered here is that how single person who is not professional could deal with these overlapping responsibilities in the *kifle ketemas*? Women's and child's issues, by it-self, need accounts of and greater deal of varieties of actor supported by competent professionals in local level since it is at this level that needs to deal with each and every individual's concerns directly. The officials by themselves believe that the office and the positions need professional and expert personnel which had been planned and approved by the Regional Government to be recruited and hired by the town WAO for each *kifle ketems* of the

five towns in the region (Hawasa, Dilla, Hosa'ina, Arba Minch and Sodo), but do not implemented because (as they pretend) of budgetary constraints but as indicated on the letter written to the Dilla town WCYAO, there was the budget assigned for recruitment of new workers to the sector (78,428 Ethiopian Birr was assigned for this purpose by the cabinet of the Dilla Town Administration Office).

In short the officials respond that they are there in the office for political (which is the party roles of the officials and the primary role of the officials) responsibility and government (roles which related to women's and children's issues the secondary roles of the officials) responsibilities. In line with this, the officials stated that they are selected on the basis of their performance in other sectors and their contribution to the party (the role they played in the party organization). Based on this, it is possible to say that the office is a combination of unrelated professionals and political appointee which is characterized by patronage civil service system as their salary is paid by civil service.

Given the multiple and overlapping responsibilities listed above and lack of human resource, there is also other hurdle for the government officials starting from *Kebekles* up to the town's WAO in Dilla town. There is a greater instability and fluctuation of the political appointees in the office which characterized by high rate of hiring and firing of the leaders by party organization. All *k/ketemas* Women's and Children Affairs Official and town's Women's Affairs Office said that they are recently joined the office and lack experience to handle the above overlapping responsibilities in effective manner.

The *kebeles* officials in general and the women's representatives in particular are the members of the *kebele* cabinets which is the elected representative of the party organization in the *kebele*. With the exception of the *kebele* manager, all *kebele* officials including the women's representative are unpaid, unprofessional and are not regularly attained the office while some of them are working in other organization for their bread. No incentives are given to the officials and no continuous training to the officials to enhance their skill.

Generally, at all levels of the government in the town there is lack sufficient human resource. There are acute shortage of professional workforce particularly at the *K/ketemas* and *kebele* level. Their capacity is decreasing as the level going down to the grass root levels in all aspects.

Given the above problems of human resource, the officials also believe that there are numbers of constraints that hinder the effective discharge of their responsibilities. Lacks of sufficient financial and other resource and lack of autonomy in utilizing the resource are the major explanation for this.

#### **3.4.1.2 Financial and other Resource and its Utilization**

The capacity of the institution to generate and acquire resource from different source, and how the institution attract, manage and maintain funding to meet its objectives in effective manner is also one of the capacity indicator. Regarding the financial and other resources such as office equipments and supplies of the TWAO, almost all of it is covered by the government. In addition to the government grant to the office, the office has a right to prepare different projects and programs so as to raise funds from different institutions such as Dilla University. Regarding the adequacy of the financial resource, the respondents said that, it is not based on the responsibilities of the office. Budget appropriation and allocation is not responsibility based and it is arbitrarily assigned to the office by the government and by the office respectively. As it is stipulated by the respondents, the office has no say on the budget assigned to them and simply accepts the appropriation. One of the respondents said that “the budget assigned to the gender mainstreaming, if it is used according to the plan, is not sufficient for single training.”

Given the inadequacy of the budget, both town’s and *kifle ketemas* WAO has a right to prepare different projects and programs to enhance their financial capacity by raising funds from different sources. But the office lack professionals to prepare the projects and they failed to use this opportunity. Table 3.2(10) indicate that 50% of the respondents said that their office has a right to mobilize resource. This is to mean that the Town’s WAO and *kifle ketemas* WAO has the right to mobilize resource while *kebeles* are excluded from this.

As it indicated in the table 3.2(1) above, none of the actor provide sufficient training to the women in their jurisdiction. This is due to, in the words of the respondents, the absence of sufficient financial resource to provide the training to the women in one way and lack of experts and professionals in the other way. The respondents said that the majority of women (when called for training by the office) do not participate because women, by themselves, are more materialistic in that they are more attracted to the allowance and other incentives provided during meeting or training program than that of the contents of the training.

Regarding the utilization of the existing financial resource the office has no direct control over the resource as the budget is administered and controlled by the Dilla town Finance and Economic Development Office (FEDO). For instance 354-02-07 is the identification number of women's capacity building work process. Every activity that needs financial resource has to be reported to the FEDO of the town. Each working process, by using their identification number in the FEDO, request the office to use the budget by filling ledger that shows each required cost and expenditure. This in turn resulted in delay in budget appropriation for the time needed. The respondents said that sometimes the FEDO do not provide them finance as they persist there is no budget more than numbers that represent the budget (the FEDO official said that the budget is available only numerically). This shows that the office has to follow the process for budget acquisition and in utilizing its budgetary resource for the needed purposes and by the time it was needed. These undermine the effective provision of the service to the community as a general and women in particular in the town because budget delay because the aforementioned problems.

Moreover, as respondents expressed, every office equipments and supplies required are purchased by the FEDO of the town (actually based on the proposal of the TWAO). But the equipment is not purchased for the needed time and the equipments with poor quality (not as proposed by the office) and high (overstated) price than the market price. Besides, the existing equipments are not appropriately and optimally used by the office because of lack of technicians as the personnel have no skill to operate it. Regarding the utilization of the resource, table 3.2 under item number 14 shows that only 33.3% of the respondents said that their office use resource optimally while the majority (64.7%) of the respondents replied that their institution does not utilize the existing resource optimally. For instance, as indicated in table 3.4.2, in Town's WAO, some electronic instruments such as computer and copy machines are not properly used by the officials. As such the office incurs additional cost for such service. Furthermore, the office has no its own building for its operation and rent it from private individual which is not appropriate for the office work. This resulted in the frequent changes in the location of the office. This made the office not to operate in stable manner and less visible to the community.

**Table 3.4.2: - Material resource of the Dilla town WCYAO**

Material resource	No.	Resource-Staffs ratio
Electronics		
Computers	3(2)	1:8(1:12)
Printers	2(1)	1:12(1:24)
Photocopy machine	1*	-
Office equipments		
Chairs	32	4:3
Tables	16	2:3
Shelf	7	1:4~
Staples	6	1:4
Currently the office has 24		

NB  
 \* Photocopy machine is not currently functional  
 ( ) Only 2 and 1 computers and printer is functional respectively  
 ~ Approximately

Source: developed from interview with respondents of the office head

According to officials of the *kifle ketemas* women’s and children’s affair office, the office needs financial and material resource to accomplishing their responsibilities. But in reality the *kifle ketemas* lack those material resources. The office lack financial resource to operate its role effectively. Additionally, the office lack different office equipments such as paper, computers and other material that assist the office to operate effectively. They cannot prepare their own budget for the office rather the budget (on which they have no claim) is assigned to them by the *kifle ketemas* administration office. They said that they are always looking for other institution for providing their core service to the concerned women. As one of the respondents stated, most of time the women of *kifle ketemas* do not participate in the training program organized by *kifle ketemas* women’s and children’s affair office because there is no coffee ceremony and other attractive incentives due to lack of budget while the total of the concerned women participate in the training and conference called by NGOs such as Merry Joy and BIGA. One of the respondents from the users of town’s Women’s Affair Office said that “the service given by BIGA is more attractive than the *kebeles* and *kifle ketemas* and town’s Women’s Affair Office.” Because, she said “in BIGA we prepare coffee ceremony for training and it supports us to participate in saving and credit service which enable us to do some business and assists us to open saving account in bank to enhance our saving.”

Because of absence of budget at the *kebele* levels, as the respondents of the *kebeles* put, no incentive is provided to the officials for their performance; there is no budget for their overall operation and activities for the *kebele* in general and for the women’s representatives in particular. At this level, concerned body has very low material capacity, financial capacity, and

professional capacity; thus unthinkable to deal with the real problems of the women effectively. The *kebeles* women's representatives are somewhat supported by the *kebele* administration office from their internal revenues source such as house rent.

Generally, the three government levels in the town (town's WAO, *kifle ketemas* WAO and *kebeles* women's representatives) suffer from a numbers of capacity problems that hinder the effective discharge of their responsibilities regarding the protection of women's political, social and economic right in the town. Lack of human resource capacity, lack of professionals, lack of financial capacity, absence of effective political leader, limited capacity to mobilize and optimally utilize material resources are some of the capacity limitation of those actor in Dilla town. Especially, the responsible body at the *kebele* levels is weak and poor in its nature.

One of the implication of the capacity problems of the local government is that the service they provide is one sided in that the plan of the office particularly of the gender mainstreaming working process of the town's WAO, the male concern is not equitably integrated and there is no formal mechanism to include the male efforts in the plan of the office. How gender issues in general and women's problem in particular could be effectively served and resolved in the community while - the male counterpart is excluded? This one sided service and plan of the sector are further aggravated with the absence of well organized and updated gender disaggregated data in the offices. As indicated in table 3.2(3), the majority (94.5%) of the respondents said that actor in the town do not have well organized and updated gender disaggregated data. Besides, the works of the offices particularly of the *kifle ketemas* and *kebeles* are very limited only to the organized women and women come to their office for the specific service.

### **3.5 The accountability relationship of the actor in the town**

All the officials including that of the *kifle ketemas* are not clearly identifying their accountability relationship as they have no information about the policy that put the accountability relationship starting from the federal to grass root level. Even because of her short term, one of the officials said that she is not as such sure to whom the office is directly accountable. Given this, as it is found from the words of respondents, the office is accountable to three offices: *kifle ketemas* administration office, the town's women's, children's and youth affair office and politically accountable to party organization. They are accountable to the *kifle ketemas* administration office because they depend on the budget given to them by the *kifle ketema* administration office and

their office is located under the *kifle ketema* Administration Office. They are accountable to the town's women's and children's affair office because the offices are established to accomplish the plan prepared by the town women's affairs office and provides reports on the performance of the implementation of the plan. They are also responsible and accountable to the party organization as they are politically appointed based on their political performance and based on their contribution to the party. In their words, they play political roles in their *kifle ketema* and use some women who are members to mobilize others for the party purpose. They said that greater credit is given to the party work while the government work is secondary in its nature.

According to the National Policy on Ethiopian Women, as indicated in the previous chapter by the structure for the implementing system of the policy, the actor starting from central government to the grass root are directly accountable to the administration office in their respective level while they are indirectly related and accountable to the upper WAO. This is a formal accountability relationship that was established in the National Policy on Ethiopian Women (NPEW). But all officials in all actor in the town are far enough from the policy to identify and understand this accountability relationship. As such the actor particularly at *kebeles* and *kifle ketemas* feel as if they are more accountable to their political organization which is informal accountability relationship.

Given the above multiple capacity problems, the actor in the Town, perform their official mandates in a limited manner. One of the positive sides of the actor particularly of the *kebeles* is that organizing women in to different women's organization. The existence of theses women's based organization enables the actor to provide some basic services to those who are member of the organization. This make the actor to easily contact those women that are the members of these women based organizations to provide some basic service in their jurisdiction.

### **3.6 The Policy Capacity of the Actor**

In addition to the above capacity problems which can also be categorized as the components of the policy capacity, the actor in Dilla town lack policy understanding for the effective implementation of the policy. Effective policy implementation depends on the availability of sufficient resources, policy understanding, policy knowledge and the commitment of the policy implementers. Without knowing the national policy it is difficult to concretize the policy into different program, project, guidelines, specific action plan and implementation plan and to

prepare different organizational activities in localized manner. In doing this it is mandatory to have policy paper on national policy. In this case, all selected actor in this research do not have knowledge on the national policy on Ethiopian women even they do not know the existence of the policy. They said that they conduct and implement the plan provided to them and the awareness raising program given to them by the higher levels of women's affairs office while they receive the plan and occasional training given to them. They stipulate that they lack both policy professionals and gender experts for the effective interpretation of the women and gender issues in the town.

Particularly *kifle ketemas* and *kebeles* are suffering from acute shortage of professionals. The *kifle ketemas* women's affair office has no right to make plan and the plan simply prepared (in reality the plan was prepared by higher government) by the town women's affair office with no participation of *kebele* and *kifle ketemas* and handle to the *kifle ketemas*. The only role of the *kifle ketemas* in this case is preparing how and when to implement the plan. The *kifle ketemas* has no vision, mission, goals and other cardinal issues which are also true for the *kebeles* office. They cannot prepare their budget and has no voice on budget preparation of the town. Their budget is prepared by the town administration office with the participation of the *kifle ketemas* administration offices. This in turn resulted in insufficiency of financial resource of the *kifle ketemas* Women's and Children's Affairs Office while the *kebele's* Women's Affairs Representatives are totally excluded from the budgetary process and in the first place, they represent the party in the process of mobilizing women for party purpose through the Women Based Organizations. If not intentionally created, in the words of the officials at all levels there are fusion of the roles and responsibilities of the office with the party roles and responsibilities.

In implementing the national policy on Ethiopian women in Dilla town and other local levels in SNNPR, implementation manual is developed by the regional government (SNNPR Women, Child and Youth Affairs Office) without the participation of the lower level government (Town WAO, *kifle ketema* WAO and *kebele* WAR). Based on this implementation manual, Dilla town WAO prepare implementation plan and disaggregate the plan to the *kifle ketemas* women's and children affairs office. Here, the greater emphasis of these actor is not on whether the implementation manual and the implementation plan represents the interest of the community in the town in general and the women in the town in particular. The greater emphasis is, therefore, on how to implement the implementation manual.

The question does the implementation manuals and the implementation plan and the plan itself is visible and relevant to the institutional capacity of the implementing institutions and to the current problems or issues of the women in the town respectively, remains unanswerable. In this respect, as indicated in table 3.2(11), the response of the government officials show that only 11.1% of the respondents believes that the implementation manual prepared by the regional WAO represents the interests of the women in the town while the majority (88.9%) of the respondents said that the implementation manual do not represents the interests of the women in the town. This shows that both the plan of the sector in the town and implementation manual of the region was prepared without conducting necessary need assessments on the interests of the women in the town. Again table 3.2(9) shows that the absolute majority of the respondents (100% of the respondents) said that in preparing their plan and implementation plan, they have never conducted need assessment on women of the town. If there is no community participation and if the office does not conduct need assessment in preparation of their plan, how could the interests of the women in the town integrated into the plan of the sector as well as into the National Policy and other National Instruments for the protection of the women?

The office lack effective leadership that supports the effective operation of the office in providing service to the community in general and women in particular. The leader of the office lack capacity that support the office in formulating organizational plan that respond to the interest of the women in the town. As such the plan of the office is not visible to the capacity of the office. As it could be seen from table 2.1 from literature part, strong leadership is very important for the effective implementation of policy. The commitment of the leaders of the implementing institution is one of the key dimensions for the successful policy implementation. In the words of the respondents and as it was identified from the interview with the office heads, this is not common to the actor in the Dilla town as the leaders of the actor is highly committed to the party organization than to the office they lead and lack necessary knowledge and experience to handle the office effectively. According to the respondents, particularly of the staff of the Dilla Town WAO, the leaders lack commitments to handle and represent the office. They replied that most of the time the leaders spend more of their time and efforts for the party purpose such as party meeting and performance evaluation. In this respect the majority (83.3%) of the respondents said that the sector lack strong leadership that follow the effective realization of the sector's plan. Moreover, the actor has no capacity to influence the upper government level

to make their own implementation plan but as the respondents specified, the office has the right to make additional plan as a reserve which is not formal and reports in a separate manner to their super ordinates which is not really done by the actor still.

### **3.7 The Responsibilities of the Local Government in the NPEW**

From the content of the national policy, there are no roles assigned to the local government as an implementing institution. As it could be recognized from review literature, the structures of the implementing institution of the national policy on Ethiopian women put that the local government (zones, *woredas* and *kebeles*) are among the system of implementation institution. Zonal Women's Affairs Office, District Women's Affairs Office and *kebele* Women's Units are structurally established on the policy paper. There is no structure for the towns and *kifle ketemas* that shows their roles and responsibility. Given the structures of implementing institution, the policy paper fails to consider and provides less emphasis for these local government. In the words of the respondents from local government said that they do not know even the existence of the policy. As pointed out in table 3.2 (7 and 12) the majority (100% and 95.5%) of the respondents said that the actor in the town does not participate in decision making process of higher level government body and the preparation of the implementation manual prepared by the regional state respectively while 100% of the respondents put that there is no community participation in the planning process of the actor.

Responsibilities and structure of both the town's and *kifle ketemas* women's affairs office are assigned and decided by regional government through zonal women's affair bureau. But, *kebeles* women's representatives are considered as the very weak level in the structures. Their responsibilities are not clearly specified and at this level, the role and responsibilities are not clearly known even by the *Kebeles* officials. Even the *Kebele's* representatives are sometimes unable (as recognized from oral discussion with *kebeles* officials) to identify why they are appointed to the position. They are represented by voluntary female representative and one of elected representatives of party organization. They have no salary and important incentive to undertake their responsibilities. Even they have no appropriate office and equipments. All *kebeles* officials including the women's representatives are gathered in the outdated house with poor equipments. Moreover, they even could not appropriately identify and understand their roles and why they are placed in the office especially the issues that concerned with women. The women representatives at the *kebele* levels are incompetent, disorganized and very poor level in

the Town. This is because of the government structure at the *kebeles* level. Government does not provide necessary attention to the *kebeles* officials in general and the women's and child representatives in particular.

### **3.8 The Network among the Local Actor**

The network among actor in policy implementation is also one of the indicators of the institutional capacity of implementing institutions. Regarding the network between the three levels in Dilla town is very weak. According to the respondent of the *kifle ketema* WAO, in their operation, has no any contact with other *kifle ketema* WAO. They have no any formal mechanism by which the government levels share their experience in the town. The only contact they have is with *kebeles* in their jurisdiction and the town's WAO for their action plan and for providing report on their performance. This is to mean that the actor strictly follow the downward or vertical chain of authority. The horizontal collaboration is nonexistent in the town. Both *kifle ketemas* WAO and *kebele's* women's representatives have never made contact with other *kifle ketemas* WAO and *kebele's* women's representatives respectively and their interaction with other institutions regarding the issues of the women in the town is nonexistent. They cannot represent the interest of the women in their jurisdiction as they are not participating in planning process of the town's WAO.

While talking about the issues of network, it is mandatory to consider the availability of different actor in the local level. Regarding this, the concern of the paper is on the institutions directly engaged in the issues and problems of women's in Dilla town. As such, in the Town, there is no single NGO that directly working on women. There are some NGO that works on children such as Mery Joy, Medan Act and BIGA (Bright Image for Generation Association). Unfortunately, those NGOs are supporting the family or the protectors of the children under the program of the NGOs but not directly on women but the majority of the family or those who take care of the child and who are supported under the NGOS are female. This does not mean that the NGOs are concerned with women's affair directly. Therefore, it is impossible to put the network between these NGOs and government sectors on the issues concerning women as they are not the scope of this paper.

Level of the interaction between the institutions (town's WAO, *kifle ketemas* WAO and *kebeles* women's representatives) and other sectors such as education bureau and health bureau seem to

be very weak. According to the respondents especially of the gender mainstreaming working process of the town's WAO, the office simply participate in the hearing of the plans of different sectors through council meeting (የዲ.ላ ከተማ ምክር ቤት ጉባኤ) for presenting their plan to the town's administration office. More than this there is no mechanisms for sharing their plan with others or they have no means to assess the plan of other sectors whether they are gender sensitive or gender equitable. Not only this, the office have no mechanisms to share their plan with those sectors. As such the network between the three levels is very weak as there is no interaction both between the actor and other sectors, and the interaction among the three levels of the government is weak in the town. This is the manifestation of the capacity problem of the actor in the town as effective coordination is considered as one of the capacity component. In the words of the respondents, there is also lack of commitment of the leader of the sector to make strong partnership with other sectors as the political appointees are more inclined toward the party purpose than that of the institutional issues.

The respondents said that there is no strong coordination between the *kifle ketemas* women and child affair office and the Dilla TWAO. The only role of the later is to prepare implementation plan and provide to the former. Most of the time, the TWAO directly going to *kebeles* to perform the works of the *kifle ketemas* as the appointees are regularly wasting their time on meeting with party organization and on the performance evaluation(ግምገማ). The *kifle ketemas* officials by themselves believe that any time the party wants them, it is mandatory to available no matter what ever happen with the issues of the women. Here, as it was previously explained, the respondents said that the greater credit is given to the party purpose than that of the government purpose. This in turn (accompanied with the absence of professional or gender expert and lack of resource) undermine the role and performance of the *kifle ketemas* women affair office to implement the plan given to them by TWAO. In this situation, the TWAO has no mechanism to oversea this gap. As such the TWAO directly going to *kebeles* to handle what had to be done by the *kifle ketemas*. In doing this the Town WAO face difficulties as the *kebele* women's representatives are not willing to provide needed information to them as they do to the *kifle ketema's* women's affair office because of chain of authority.

### 3.9 The Perception of the Users on the Service of the Actor

Provision of quality service to the concerned stakeholder and satisfaction of the users is one of the manifestation and implication of institutional capacity. Participation of community in decision making and planning process of any institution is also an indication of institutional capacity. Therefore, ideas of some users of the Dilla town WCYAO are collected through scheduled questionnaire that filled by the researcher and oral discussion that made with numbers of women's that came to the organization for service and manually analyzed as follow by using table and percentage. This part contains the age and educational background of the respondents, their participation in decision making of the office.

The following table shows the personal information of the respondents to the scheduled which shown age and educational background of the respondent. Accordingly, 75% of the respondents are the age between 21 and 40 while the rest is less than 20. Regarding their educational background, the majority (50%) of the respondents are not more than primary level while 37.5% and 12.5% enjoyed secondary and tertiary education respectively.

**Table 3.8.1 the characteristics of the respondents to schedules**

Age	Less than 20		21-40		Above 40	
	N <sub>o</sub>	%	N <sub>o</sub>	%		
	20	25%	60	75%	-	-
Education	Primary		Secondary		Tertiary	
	N <sub>o</sub>	%	N <sub>o</sub>	%	N <sub>o</sub>	%
	40	50%	30	37.5%	10	12.5%

Source: - developed from the response of the scheduled questionnaire

**Table 3.8.2 the knowledge of the respondents of office working on women**

Knowing the office working on women		
	N <sub>o</sub> .	%
Yes	60	75%
No	20	25%

Source: - developed from the response of the scheduled questionnaire

The table shows that the majority (75%) of the respondents do know the existence of the institution that works on women’s issues in Dilla town while the rests do not. Those who said that they know replied that they identify the institution through other persons and they further state that they have no detailed information about the office. They said that they simply hear about the office from other person. They further said that they do not know the details of the service the office provides because they come to the office with the help of other person as there is no mechanism to know the existences and service of the office. Those respondents that said they do not know the office that works on the women’s issues in the town said that they came to the Dilla Town WCYAO for other purpose such as for the issues of their children that supported under the office and other NGO, and they are there for service of the Dilla town road and transport unit.

**Table 3.8.3 participation of the respondents in decision making**

Do you participate in decision making process of the office?		
	No	%
Yes	-	-
No	60	100%

Source: - developed from the response of the scheduled questionnaire

As shown in the table, all respondents that know the office do not participate in decision making process of the office. The respondents said that there is no mechanism to participate in the work of the Dilla TWAO as the office is not as such visible to them. Regarding this, not only the user of the office, but also the officials of the office believe that there is no means to mobilize the view of the larger community of the town by the office in preparing organizational plan. In actuality, directives are, in the form of implementation manual, is prepared to the actor by regional government without the participation of those local actor. And plan is prepared based on this manual to the *kifle ketemas* with no room for the voice of the larger community. Consultation of the community is on how to implement decision rather than how to plan and what to plan. This is also true for the officials in the town. As indicated in table 3.2 (8), 100% of the officials said that there is no community participation in the planning process of the sector. Even, in the words of the respondents, it is difficult to the people to identify the location of the office in the town. This is because of lack of permanent building for the office use of the town

WAO in one way and lack of budget to publicly announce the office to the community in another way.

**Table 3.8.4:- types of service received**

s.no.	Types of service received by the users	No	%
1.	Material	-	-
2.	Consultancy	5	8.3%
3.	Training and awareness raising	-	
4.	Both training and awareness raising and consultancy	5	8.3%
5.	Other	50	83.4%
total		60	100%

Source: - developed from the response of the scheduled questionnaire

As indicated in the above table, based on the response of the respondents, the office provides other service than that of materials, consultancy and training and awareness rising. While none of the respondents are receive material supports from the office, only 8.3% of the respondents are receiving consultancy service, and both consultancy and training and awareness raising service. As shown in the table, 83.4% of the respondents are receiving other service from the office. According to the respondents that receive other service put that the service they received is adjudication and arbitration with their husband. In doing this the office indicate them the ways in which they could be supported by other institution such as Dilla University free legal consultancy service.

This shows that the office does not work on the community and did not going deeply in the community to identify what the community need in general and on the real problem of the women in particular in the town. In the words of the respondents to the interview question, the community in general and the women in particular in the town, are looking for financial incentives rather than the service (such as training, consultancy and other) given to them, but the office has no sufficient financial resources to do so. So some times the problem is raised because of the materialistic need of the women that called for the training and awareness rising. Regarding this, as indicated in table 3.2 issue number 2 all (100% of the respondents)

government officials responded that the office do not and could not provide material resources to the women in the town in general and women that come to their office for service in particular.

The following table shows what the service receivers or users believe and think in the sufficiency of the service they received from the Dilla Town WAO.

**Table: - 3.8.5 Sufficiency of the service received**

Do you think that the service of the office is sufficient?		
Response	No	%
Yes	15	25%
No	45	75%

Source: - developed from the response of the scheduled questionnaire

The above table represents the idea of the respondents on the sufficiency of the service they received from the Town's WAO. The table shows that only 25% of the respondents are received sufficient service from the office while the majority (75%) of the respondents believes that the service received from the office is not sufficient. This shows that the office could not provide sufficient service as needed by the user of the office. As it was previously indicated under the institutional capacity of the office, the office lack professional, gender experts and financial resources in provide sufficient service to the users in the town. For instance the respondents from women's group working on collection of solid waste in the Town said that "the office do not provide necessary and sufficient training and do not supports them to have necessary equipments such as truck and land (where wastes are collected together) that enable them to do the business in proper manner."

**Table 3.8.6:- the repetition of time the users come to the office for single service**

How often you come to the organization for one time service?	No	%
One time	-	-
Two times	18	30%
More than two times	42	70%
Total	60	100%

Source: - developed from the response of the scheduled questionnaire

As shown above, the majority (70%) of the respondents said that they are coming to the office more than two times to receive one time service while none of the respondents receive one time service at the first round contact with the office. This shows that the office could not provide a needed service to the users within a short period of time with expected level and speed. The respondents said that the workers are out for the field work and could not be easily found while the field work is supposed to be conducted by *kifle ketemas* and *kebeles* officials. The respondents stipulated that because of this they incur additional costs in materials, time and efforts.

The following table shows the quality of the service received by the respondents from the Town's WAO.

**Table 3.8.7:- quality of service received from Dilla Town WAO.**

Quality of service	No	%
High quality	10	16.7%
Medium quality	5	8.3%
Low quality	45	75%
Total	60	100%

Source: - developed from the response of the scheduled questionnaire

Regarding the quality of the service received by the respondents from the office as it is evaluated by time took to the have service, numbers of repetition to the office for one time service and availability of suggestion box to the users. Based on these measurements, the majority (75%) of

the respondents replied that the service that they received from the office is in low quality while 16.7% and 8.3% of the respondents replied that the service is high and medium quality correspondingly. They put that the office do not responds to their problems and issues within a short periods of the time. Furthermore, the respondents said that there are no mechanisms to provide suggestion to the office regarding their activities and service. There is no suggestion box and suggestion pad (document) in the offices to put their ideas on the quality and sufficiency of the office. As such the service of the office is not responsive in terms of the time, accessibility and quality.

**Table 3.8.8:- the satisfaction of the user**

Do you satisfied with the service of the organization?	No	%
Very satisfied	4	6.7%
Moderately satisfied	7	11.6%
Moderately dissatisfied	-	
Very dissatisfied	49	81.7%
Total	60	100%

Source: - developed from the response of the scheduled questionnaire

The above table shows that the satisfaction of the respondents with the service they received from the office. As such the majority (81.75) of the respondents feel that they are very dissatisfied with the service of the office while 6.7% and 11.6% of the respondents are very satisfied and moderately satisfied with the service of the sector respectively. In the words of the respondents they are not satisfied because of the low quality of the service.

Generally, as the respondents give their suggestion, the office has to work more to effectively respond to the need and interests of the community in general and women's in particular. According to the respondents, the office has to be visible to the community as the respondents found the office with great efforts of searching the office while the office did not clearly announce and stipulated their location to the community.

## **CHAPTER FOUR: SUMMERY OF MAJOR FINDING, CONCLUSION AND RECOMMENDATION**

### **4.1 Introduction**

In the previous chapter, data obtained from different source has been presented and interpreted in the form that supports each other. In this chapter, based on the data presented above, major findings, conclusion and based on the conclusion recommendation were also given by the researcher as follow.

### **4.2 Summary of Major Finding**

Based on the data presented above major findings of the paper is summarized as follow.

- 1. *Lack of sufficient human resource and competent professionals, and absence of effective leadership.*** Lack of professional work force and gender experts to deal with women's problem in the town is one of the greater challenges that face the sector in their operation. The three levels are in short of work force and could not fulfill its human resource requirement. Beside, lack effective leadership that effectively follows the realization of the sector's mandate and responsibilities is another capacity problem of the actor in the town. Given the shortage of the HR in the actor, the existing human resource lack expert and professional knowledge and technical skill as there is no well organized mechanism to improve their capacity through training and further educational opportunity.
- 2. *The paper also found that there is a fusion of the party roles and the role of the sector and the political influence is overriding the role of the sector.*** This is also one of the capacity challenges to the smooth functioning of the sector in the Town. All political appointees in the sector waste the majority of their time on the party duty while they almost consider the role of the sector as their secondary role. This is particularly very difficult for the *kifle ketemas* and *kebeles* as this level has no professional. The appointees have strong linkage to the informal purpose than that of formal and their accountability is very strong to this informal linkage. Because, in part, the actor have no information on the structure established in the national policy that put their direct and indirect relationship and lack of capacity to hold and influence their informal linkage with their

political master. This in turn has its own implication on the smooth functioning of the sector.

- 3. *Lack of sufficient material resource and limited autonomy in utilize the financial resource.*** The actor in the town suffer from greater shortage of necessary material resource starting from *kebele* level up to the town WAO while their resource capacity is declining as the structure or levels of the actor is going down and becoming very minimal at the grass root level. In the sector, there is shortage of office equipments and supplies for the effective functioning of the sector. Moreover, the existing resource particularly in town WAO, is not optimally utilized because lack technical skill and ability of the workers in the office. Regarding financial resource, both town's and *kifle ketema's* WAO has a right to mobilize resource in addition to government budget, but they lack ability to do so because of lack of competent leadership and professional to prepare different projects and program for this purpose. As such the actor incur financial shortage as the government budget is not sufficient for their effective operation. Given this the actor (Dilla Town WAO) has no autonomy to utilize their budget within a needed time and for the needed purpose as the budget is administered by the town's FEDO while *kifle ketemas* and *kebeles* are excluded from government budget. In this aspect the *kebeles* women's representatives is the weakest level. Generally, the capacity of the actor is summarized in table as follow.

The following table provides the summery of the capacity of the three government levels concerned with women in the town.

**Table 4.1:- summary of the capacity of the three government level in the town.**

Actor	Capacity
<b>Dilla Town WAO</b>	<ul style="list-style-type: none"> <li>➤ Prepare own budget but have no control over the budget and has no autonomy in utilize the budget. The budget is not adequate.</li> <li>➤ The office could not fulfill its HR requirement and lack professionals and gender experts. Job description and job specification with salary is decided by the regional government.</li> <li>➤ The salary of the office is not attractive to recruit and retain talented HR.</li> <li>➤ There is no sufficient training program to the officials to enhance their capacity.</li> </ul>
<b>Kifle ketemas WAO</b>	<ul style="list-style-type: none"> <li>➤ Have no right to prepare budget for their operation. It is given to them by the <i>kifle ketemas</i> administration office but they have no claim on the budget.</li> <li>➤ The office need professionals and experts but not fulfilled because of lack of budget as they pretend. Regional government provide permission to the sub-town women's and child's affair office to recruit professional but not yet functional.</li> <li>➤ The official west majority of their time on meeting and political work such as political meeting and performance evaluation (ግግግግ) of the <i>kebeles</i> officials. These undermine the issues of the women as their primary function.</li> <li>➤ Greater credit is given to the political role while the government roles are considered as secondary responsibility.</li> </ul>
<b>Kebeles WAR</b>	<ul style="list-style-type: none"> <li>➤ There is no budget for their operation and financially very weak while hold greater burden concerning women in the <i>kebeles</i>. Supported by <i>kebeles</i> administration office from the internal revenues.</li> <li>➤ No salary and incentives as such lack effective leadership and ownership by the <i>kebeles</i> WAR.</li> <li>➤ In short, this level is the most ignored by the government and weakest level in all aspects. They are simply performing what they are told to do by higher level and party organization.</li> </ul>

4. In addition to the above capacity problem, the paper also found that the actor in the Town ***lack necessary policy capacity that supports the effective implementation of the policy and their plan.*** The actor has no understanding about the NPEW and the officials of the actor do not even know the existence of such policy. They further lack policy professionals and gender experts for effective realization of the objectives of the sector and the national policy. Both *kifle ketemas* WAO and *kebeles* women's representatives has no vision, mission, goals, and values and they cannot prepare their own plan and budget for their operation. Furthermore, there is no community participation in general and women in particular in the decision and planning process of the actor in the Town especially at the Town and *kifle ketema* level while there is some participation of women at the *kebeles* level particularly through the four women's based organizations. As such the activities and decisions undertaken by the actor are not based on the need assessment on the problem and interests of the women in the Town. As mentioned earlier there is also lack of effective and committed leadership that follow the effective realization of the policy in localized manner.
5. Moreover, ***the National Policy and other National instruments*** for the protection of women's right and enhance the gender equality in the country ignores the role and responsibilities of the local government. Both the policy and the instruments do not provide institutional responsibilities to the local government as they are considered as one of the implementing system in the policy. The actor in the Town lack necessary experience as they are recently established as opposed to the National Policy. The structure of this actor particularly of the *kebele* level which is poor and disorganized is not accompanied with the structure Enumerated on the National policy.
6. ***Lack of necessary experience by the actor*** in the town is another limitation on the capacity of the actor. They are not established as indicated in the policy as such they lack necessary experience to deal with the concerns of the women in the town in an expected manner or as planned.
7. The paper also found that the ***partnership/network both among the actor and between the actor and other sectors such as health and education sectors is very weak*** and low in the town. The town WAO has no well established and formal mechanism to follow up

the plan of the other sector whether their plan is gender mainstreamed or not. Beside, well organized and effective NGO in the Town is non-existent to support the women in the town. There is no ways to the actor to share their experience to one another.

8. ***Absence of the well organized an updated gender disaggregated data*** is another capacity challenges of the actor to provide effective service to the concerned stakeholders in the town. This is the result of lack of different necessary office equipments that supports the office to hold updated gender based information in the town in organized manner. There is also lack of professionals for systematic collection and organizing of data.
9. Given the above problems and challenges, the **sector is relatively stronger than other government sectors in serving the interests of women's in the town**. As such, particularly at *kebele* level, which is the lowest when compared to other levels in their resource capacity, play enormous roles in the community in the town. Organizing women in to different organization and evaluation of extension service as if it is gender mainstreamed are among the roles they play directly in the community

In short, the three government levels in the town suffer from limited policy and institutional capacity to deal with the issues of the women in the town in an expected manner.

### **4.3 Conclusion**

The paper made an analysis of policy and institutional capacity of the local government in implementing the national policy on Ethiopian women in Dilla town. In doing this, the paper use some capacity issues including roles and responsibilities of actor, resource capacity of the actor, their policy understanding, the network among the actor and between the actor and other sectors, the perception of the users and etc. Based on this, the actor in the town faces a numbers of capacity problems and challenges in discharging their roles and responsibilities in the town. Those government actor in the town suffer from numbers of policy and institutional problems to provide effective service to their stakeholders.

The actor faces the capacity challenges because, in part, of lack of effective leader that assists the actor in mobilizing and effectively utilizing resources in their jurisdiction. The leaders in the sector as a general lack commitment, political and technical capability to support the sector in providing effective service to the community in general and women in particular. Lack of strong

partnership both among the actor and other is also considered as one of source of the capacity problem in the sector. This is because of the lack of individual ability of the leaders to create both formal and informal relationship with other sectors in the town such as health and education sector.

Political influence has a greater impact on the operation of the sector while leaders of the sector less likely use their political position to support the fulfillment of the institutional mandate of the sector. The heads of the sector provide greater commitment for the realization of the party politics than that of the policy and institutional mandate of the sector. The leaders are unable to utilize the political opportunity for the realization of the objectives of the sector

The structure of the sector and human resource requirement for each structure is decided and assigned by the regional government (SNNP). All requirements and benefits for the position are determined by the regional government with no consultation of the actor. This in turn resulted in numbers of individual capacity problem as the structure and position is not based on the actual demand of the sector and specific situation of the town. In the same manner, the salary of the employees is not competent and attractive enough to attract and retain competent professionals in the sector. This accompanied with the absence of sufficient training to the personnel resulted in limited individual capability and low level of staff motivation in the sector.

The sector is the only institution that directly working on women in the town. Absence of NGOs and other voluntary sectors to deal with women's affairs accompanied with lack of effective cooperation of the sector with other sectors has strong impacts on the capacity of the sector. It is impossible to the institution with shortage of human and material resource to deal with the affairs of women. The actor at all levels in the town could not work effectively on protection the women's right in an expected manner. They, furthermore, unable to provide sufficient awareness raising programs to the community in general and women in particular on gender equality.

These capacity problems of the actor in the town forced the actor not to provide effective service to the women in the Town. All the above problems are the impediment for the provision of sufficient and quality service to the community in general and women in particular in the town. As such the users of the actor particularly of the town's WAO consider the office as they are closed system. The actor are not as such visible to the community as there is no well established

mechanism by which the community participates in the decision making and planning process of the actor. Generally, the capacity problem of the actor resulted in:

- a. Minimal community participation
- b. Absence of need assessment
- c. Insufficient and low quality service to the users
- d. Gender issues are not equitably considered in the plan of the actor
- e. Unable to influence the upper government structure

#### **4.4 Recommendation**

Based on above finding and conclusion of the paper, the following recommendations were forwarded as a policy implication for the improvements of the actor.

- Sufficient and competent work force has to be recruited to the sector to enable them to provide their service in sustainable manner. Moreover, in appointing political leaders to the sector, party organization has to be cautious so as to put effective and professional leaders that could effectively follow the fulfillment of the objective of the sector. As such, the organizational role and party purpose has to be going hand in hand without negatively affecting one another and the leader must have ability to do so. There must be policy professional and gender experts in the sector so that enable the sector to conduct evidence based organizational policy and plan, informed decision making.
- The government has to change its civil service structures and integrate the grass root levels (*kebele*) in the structure. This enable the grass root level to hold the office permanently and have necessary incentive to provide effective and sustainable service to the community in general and women in particular in their jurisdiction. The government has to assign sufficient budget to the *kebeles* to enhance their operational capacity.
- There must be continuous and sustainable training program and educational opportunity to the officials in order to improve their capacity both in the policy areas and institutional perspectives. This enables the actor to handle the purpose of the sector in effective manner as individual abilities and skill is very important for the fulfillment of the organizational objectives.

- Government has to consider and reconsider the national policy and other national instruments for gender equality and protection of women's right. In doing this the government must, if not in detail, effectively integrate the roles and responsibilities of the local actor in the national policy and other national instruments. This makes the actor to feel at least as the owner of the policy and instruments. Furthermore, there should be considerable participation of the local actor and the community at large in preparing such policy and instruments. Local actor must have sufficient information and understanding of the national policy.
- Resource is very important to the effective discharge of the institutional plan in every types of organization. As such, the sector in the town must have sufficient resource to discharge their responsibilities. Sufficient financial and other resource must be assigned to the actor. The actor itself should effectively utilize the existing resource and by using their right, they must prepare project and program to raise funds from different institutions to enhance their financial capacity.
- Given the women's Based Organization organized under government regulation and structure, there must be independent and separated women's organization in local level. There must be strong women's organization that could lobby the local government to make effective women's consultation at all levels in the town.
- There must be formal and informal mechanism by which the actor in the town shares their experience with others particularly among the *kebeles*. As a general there should be strong partnership and network both among the actor and between actor and other sectors. The actor must share their plan with other sectors and they must have the plan of the other sectors to evaluate it from gender perspective. The actor must establish both formal and informal linkages with the other sectors in order to check whether their plan is gender equitable or not. In doing this, as mentioned above, the actor need to have strong leadership that represent the organization both internally and externally and gender expert that could effectively assess and conduct gender analysis both on the plan of the other sectors and the community in the town. In the town, there should be gender analysts that conduct gender analysis to support the evidence based decision making and planning of

actor in the town. "Gender analysis is a key tool that enables us to consider whether or not a policy, program or project is producing equitable outcomes for diverse groups of women and men." Gender Equity in Local Government Partnership (2012). For the effective realization of the national policy there must be such gender analysis in the town.

## Reference

- African Development Bank, 2004. Ethiopian multi-sector country gender profile
- Ahmed, Angeli, Alemtsehay and Salvini, 2001, Gender Issues, Population and Development in Ethiopia. Addis Ababa
- Ajaegbu, F.O. and Eze, E. 2010. Public Policy Making and Analysis: Spring Time Press.
- Amir Imbaruddin. 2005. Institutional Capacity: An Analytical Framework. Journal of public administration, vol.1 no. 1/2005
- B. Guy Peters, 1996, the Policy Capacity of Government: Research Paper No. 18, Canadian Center for Management Development.
- Balk D, 1997, Defying gender norms in rural Bangladesh: A social demographic analysis. Population Studies, 51:153-172.
- Beth Walter Honadle. 2001. Theoretical and Practical Issues of Local Government Capacity in an Era of Devolution. <http://www.jrap-journal.org/pastvolumes/2000/v31/31-1-6.pdf> retrieve on 4/4/2014
- Bhuyan, A., A. Jorgensen, and S. Sharma. 2010. Taking the Pulse of Policy: The Policy Implementation Assessment Tool. Washington, DC: Futures Group, Health Policy Initiative, Task Order 1.
- BoFED, 2003, 2003-2007 Strategic planning of Dilla town Finance and Economic Development office
- CEDAW, 2002, combined fourth and fifth periodic reports of States parties: Ethiopia
- Centre for Economic and Business Research, 2008, Economic empowerment of women. <http://www.oecd.org/derec/denmark/42211306.pdf>
- Dallas J. Elgin, Andrew Pattison, Dr. Christopher M. Weible. 2012. Policy Analytical Capacity Inside and Outside of Government: A Case Study of Colorado Climate and Energy Issues. Canadian Political Science Review, Vol. 6, No. 1, 101-116
- Deborah H. Gleeson, David G. Legge and Deirdre O'Neill, 2009, evaluating health policy capacity: Learning from international and Australian experience. <http://www.anzhealthpolicy.com/content/6/1/3>
- DeGross, A., & Cargo, M. 2009. Policy implementation: Implications for evaluation. In J. M. Ottoson & P. Hawe (Eds.), Knowledge utilization, diffusion, implementation, transfer, and translation: Implications for evaluation. New Directions for Evaluation, 124, 47–60.
- Dick I, (2003) Contemporary Public Administration: The Nigerian Perspective. Enugu: John Jacob Classic Publishers.
- Dixon M , 1993, Population Policy and Women's Rights: Transforming Reproductive Choice. Connecticut: Praeger.
- EC-civil society fund in Ethiopia, 2007, gender manual prepared to facilitate gender mainstreaming for project financed by CSF, Addis Ababa
- Eka Esu-Williams, (n.d) Human Rights and Women's Empowerment in the Context of HIV and AIDS <http://ftguonline.org/ftgu-232/index.php/ftgu/article/view/1963/3922> retrieved on 3/7/2013
- Emebet Mulugeta, (n.d), reports on selected practice on gender mainstreaming in Ethiopia
- Ethiopia society of population study, 2008, Gender Inequality and Women's Empowerment; In-depth Analysis of the Ethiopian Demographic and Health Survey 2005, Addis Ababa

- FDRE, 1994, constitution of federal democratic republic of Ethiopia
- FDRE, 2006, Report of the Federal Democratic Republic Of Ethiopia on the Implementation of the Au Solemn Declaration on Gender Equality in Africa
- FDRE, Federal Civil Servants Proclamation No. 515/2007
- Federal Democratic Republic of Ethiopia Ministry of Health, 2006, National Reproductive Health Strategy (2006 – 2015)
- Frank Wickham, Jeff Kinch and Padma Lal, 2009, Institutional capacity within Melanesian countries to effectively respond to climate change impacts, with a focus on Vanuatu and the Solomon Islands
- Freudenberg, W. R. and R. Gramling. 1994. Bureaucratie Slippage and Failures of Agency Vigilance, *Social Problems* 41: 2 14-39.
- Gender Equity in Local Government Partnership. 2012, the fact sheets: Ten ways local government can advance gender equity
- Governance and social development resource center, 2010, Helpdesk Research Report: Measuring Women's Economic Empowerment  
<http://www.gsdrc.org/docs/open/HD706.pdf>
- Grindle M.S & Thomas J.W, 1990, After the Decision: Implementing policy Reform in Developing Countries. *World Development*, Vol.18, No.8, Great Britain.
- Haregewoin Cherinet and Emebet Mulugeta, 2002, Country Gender Profile Ethiopia; Addis Ababa
- Hindin MJ (2000). Women's power and anthropometric status in Zimbabwe. *Soc.Sci.Med*, 51:1517- 1528.
- Human Development Department (OSHD), 2007, Kenya Country Gender Profile  
<http://www.afdb.org/fileadmin/uploads/afdb/Documents/Project-and-Operations/ADB-BD-IF-2008-16-EN-KENYA-GENDER-PROFILE.PDF> retrieved on 4/3/2013
- Ikelegbe, A. (2006) *Public Policy Analysis: Concepts, Issues and Cases*. Lagos: Imprint Services.
- Indrawatie Biseswar, 2008, Problems of Feminist Leadership among Educated Women in Ethiopia : Taking Stock in the Third Millennium. <http://jds.sagepub.com/> retrived on 4/7/13
- International Labor Organization, 2008; Women Entrepreneurs in Kenya: preliminary report & Factors affecting Women Entrepreneurs in Micro and Small Enterprises in Kenya: preliminary research report  
[http://www.ilo.org/wcmsp5/groups/public/@ed\\_emp/@emp\\_ent/@ifp\\_seed/documents/publication/wcms\\_107507.pdf](http://www.ilo.org/wcmsp5/groups/public/@ed_emp/@emp_ent/@ifp_seed/documents/publication/wcms_107507.pdf) retrieved on 3/17/2013
- Ivan Fleggi. 1996. Strengthening Our Policy Capacity
- Jejeebhoy SJ, 2000, Women's autonomy in rural India: Its dimensions, determinants and the influence of context. In: *Women's empowerment and demographic processes*, Harriet B. and Gita Sen Presser. New York: Oxford University Press.
- Jejeebhoy SJ, Sathar ZA, 2001, Women's autonomy in India and Pakistan: The influence of religion and region. *Population and Development Review*, 27(4): 687-712.

- John Syengo et al, 2011, Kenyan women: advocate for the right of women, issue paper, no. 23. [www.awcfs.org](http://www.awcfs.org) retrieved on 3/15/2013
- Joshi ST (1999). Women and development: The changing scenario. New Delhi: Mittal Publications
- Katie Burke, Kate Morris & Leona McGarrigle. 2012. An Introductory Guide to Implementation: Terms, Concepts and Frameworks, CES Guide
- Kishor S, 2005, Empowerment of women in Egypt and links to the survival and health of their infants: Women's empowerment and demographic processes, Harriet B. and Gita Sen Presser. New York: Oxford University Press.
- Kraft, M and Furlong, S. (ed) (2007) Public Policy: Politics and Analysis. Washington: C.Q Press.
- Kritz MM, Makinwa-A debusoye P, Gurak DT (2000). The role of gender context in shaping reproductive behavior in Nigeria. In: Women's empowerment and demographic processes, Harriet B. and Gita Sen Presser. New York: Oxford University Press.
- Luara Lee, 2012, reducing HIV infection rates among young kenyan women; The Africa Portal backgrounder series, no. 40
- Lynda Mandoux, poverty elimination and the empowerment of women <http://www.sed.man.ac.uk/research/iarc/ediais/pdf/PovElimEmpowerWomen.pdf>
- M. Tekleab, 2011, institutional capacity to influence public policy: civil societies, council representative, media and local government actors in Guraghe Zone. AA, guraghe development association
- M.R. Bhagavan and I. Virgin, 2004, Generic Aspects of Institutional Capacity Development in Developing Countries. the Environment Institute, Stockholm
- Maitrayee Mukhopadhyay, (n.d), gender mainstreaming, [www.kit.nl/development](http://www.kit.nl/development) retrieved on 4/10/2013
- Mason KO, 1986, The status of women: conceptual and methodological issues in demographic studies. Sociological Forum, 1(2):284-300.
- Michael M. Tingy, 2009, Organizational Capacity. Columbia University, New York
- Michiko, 2006, Ethiopia country gender profile: Project on Strengthening Technology Development, Verification, Transfer and Adoption through Farmers Research Groups (FRG Project), Addis Ababa
- Ministry of Agriculture(women's affair directorate), 2011, Guidelines for Gender Mainstreaming in Agricultural Sector, Addis Ababa
- Ministry of Agriculture and Rural Development; Rural capacity Building Project, 2010, Ethiopian TVET System: Handout on Introduction to Gender and Development. Alage
- Ministry of Community Development Gender and Children. (n.d), National Strategy for Gender Development of the United Republic of Tanzania
- Ministry of Foreign Affairs, Foreign Information and Communication, the Netherlands, 2002, institutional and organisational change: gender mainstreaming. [www.@minbuza.nl](http://www.@minbuza.nl) retrieved on 4/10/2013
- Ministry Of Women's Affairs (MOWA), 2006, National Action Plan for Gender Equality (NAP-GE) 2006-2010. Addis Ababa

- Ministry of Women's Affairs (MOWA), 2006, National Action Plan for Gender Equality (NAP-GE) 2006-2010, Addis Ababa
- N. Jones, Y. Tafere and T. Woldehanna, 2010, Gendered risks, poverty and vulnerability in Ethiopia: To what extent is the Productive Safety Net Programme (PSNP) making a difference? Overseas Development Institute(ODI), London
- Narendra Raj Paudel, 2009, A Critical Account of Policy Implementation Theories: Status and Reconsideration. Nepalese Journal of Public Policy and Governance, Vol. xxv, No.2
- Neha Kumar Agnes R. Quisumbing, 2010, Policy Reform towards Gender Equality in Ethiopia: Little by Little the Egg Begins to Walk
- Nico Steytler. 2005, introduction. The place and role of local government in federal systems. In Nico Steytler(eds). Konrad-Adenauer-Stiftung. Johannesburg
- Norman J. Glickman and Lisa J. Servon, 1998, More than Bricks and Sticks: Five Components of CDC Capacity. A report to ford foundation no. 1, The State University of New Jersey.
- Nouria Briki and Judith Green. 2007. A Guide to Using Qualitative Research Methodology. Medicines sans frontiers.
- Nwankwo, B. and Apeh. 2008. Development Administration: Principles and Practice. Enugu: Zik Chuks Publishers.
- Nweke, E. 2006. Public Policy Analysis: A Strategic Approach. Enugu: John Jacobs Publishers.
- Nyokabi Kamau, 2010, Women and Political Leadership in Kenya: Ten Case Studies  
<http://www.ke.boell.org/web/105-306.html> retrieved on 3/26/2013
- O'Toole, L. J. (2000). Research on policy implementation: Assessment and prospects. Journal of Public Administration Research and Theory, 10(2), 263–288.
- OECD, 2011, Women's Economic Empowerment: Issues paper. [http://www.ituc-csi.org/IMG/pdf/OECD - Women s Economic Empowerment.pdf](http://www.ituc-csi.org/IMG/pdf/OECD_-_Women_s_Economic_Empowerment.pdf)
- Office on the Status of Women. (n.d), South Africa's National Policy Framework for Women's Empowerment and Gender Equality
- Okoli, F.C. and Onah, F.O. 2002. Public Administration in Nigeria: Nature, Principles and Applications. Enugu: John Jacobs Classic Publishers.
- Painter M, Pierre J: 2005, Unpacking policy capacity: Issues and themes. In Challenges to State Policy Capacity Edited by: Painter M, Pierre J. Hampshire and New York: Palgrave MacMillan.
- Pastoralist forum Ethiopia (PFE) and Oxfam Great Britain (OGB), 2008, promoting gender mainstreaming within pastoralist program and organization: a generic guideline. Addis Ababa
- Pathfinder International / Ethiopia, 2007, Women's Empowerment in Ethiopia: New Solutions to Ancient Problems, [www.pathfind.org](http://www.pathfind.org) retrieved on 3/14/2013
- Pauline Rose, 2003, Can Gender Equality in Education be attained? Evidence from Ethiopia: Paper commissioned for the EFA Global Monitoring Report 2003/4, The Leap to Equality [efareport@unesco.org](mailto:efareport@unesco.org) retrieved on 4/7/2013
- Peter A. Watt. 2006, the futures of local government: principles and theories of local government Blackwell Publishing, Oxford
- Peter Morgan, 2006, The Concept of Capacity: study on capacity, change and performance. European Centre for Development Policy Management (ECDPM)

- Peters, B. G., & Pierre, J. 1998. Governance without government? Rethinking public administration. *Journal of Public Administration Research and Theory*, 8(2), 223–243.
- Petrus A. Brynard, 5<sup>th</sup> – 9<sup>th</sup> December 2005. Harnessing the Partnership of the Public and Non-State Sectors for Sustainable Development and Good Governance in Africa: Problems and the Way Forward. Policy Implementation: Lessons for Service Delivery. 27<sup>th</sup> AAPAM Annual Roundtable Conference, Zambezi Sun Hotel, Livingstone, Zambia
- Pressman, Jeffrey L. and Aaron Wildavsky. 1973. *Implementation: How Great Expectations in Washington are dashed in Oakland*. Berkeley: University of California Press.
- Prime Minister Office/Women's Affairs Sub Sector, 2004, Ethiopia: A National Report on Progress made in the Implementation of the Beijing Platform for Action (Beijing + 10)
- Republic of Kenya, 2004, Kenya review and appraisal final report on the implementation of Beijing platform for action (Beijing +10) (1994 – 2004)
- Rugh A, 1984, *Family in contemporary Egypt*. Syracuse, New York: Syracuse University Press.
- Schuler SR, Hashemi SM, 1994, Credit programs, women's empowerment, and contraceptive use in rural Bangladesh. *Studies in Family Planning*, 25(2):65-76.
- Sen S, Batliwala S, 2000, Empowering women for reproductive rights. In: *Women's empowerment and demographic processes*, Harriet B. and Gita Sen Presser. New York: Oxford University Press.
- Stephane Willems and Keven Baumert, 2003, OECD Environment Directorate International Energy Agency Institutional Capacity and Climate Actions, Paris
- Sule, ja'afaru Garba, Alinno, Francis C. and Ikwgbe, Dan. 2013. Rural Economic Development: Policy Implementation in Nigeria. *International Journal of Academic Research in Business and Social Sciences*, Vol. 3, No. 2
- Sylvie Morel-Seytoux, 2000, Review of Gender Issues in the USAID/Kenya Integrated Strategic Plan (ISP) 2001-2005: Democracy and Governance, Economic Growth, Population and Health, and Natural Resources Management
- Tassew Woldehanna et al, 2006, Education choices in Ethiopia: What determines whether poor households send their children to school? [www.younglives.org.uk](http://www.younglives.org.uk) retrieved on 4/8/2013
- Taylor Brown and Amdissa Teshome. 2007. *Implementing Policies for Chronic Poverty in Ethiopia: Background Paper for the Chronic Poverty Report 2008-09*. [www.chronicpoverty.org](http://www.chronicpoverty.org)
- TGE, office of the prime minister, 1993, the national policy on Ethiopian women, Addis Ababa
- The Royal Norwegian Embassy, 2009, *Gender Review: Mainstreaming Gender in the Development Portfolio of the Norwegian Embassy in Ethiopia*. Addis Ababa
- The Women's Affairs Office (FDRE) and the World Bank, 1998, *Implementing the Ethiopian National Policy for Women: Institutional and Regulatory Issues*. Washington, D.C
- Tony Land. 2000. *Implementing Institutional and Capacity Development: Conceptual and Operational Issues*. ECDPM (European Centre for Development Policy Management) Discussion Paper No. 14. <http://www.oneworld.org/ecdp>
- Ugwuanyi, Bartholomew Chukwuemeka and Emma E.O. Ikechukwu. 2013. The Obstacles to Effective Policy Implementation by the Public Bureaucracy in Developing Nations: The Case Of Nigeria: *Singaporean Journal of Business Economics, And Management Studies* Vol.1, No.8

- UNDP (Capacity Development Group: Bureau for Development Policy). 2007. Capacity Assessment Methodology User's Guide
- UNDP, 2008, UNDP's practice note: capacity development. New York, [www.capacity.undp.org](http://www.capacity.undp.org)
- UNFPA, (n.d), The Policy and Legal Framework Protecting the Rights of Women and Girls in Ethiopia & Reducing their Vulnerability to HIV/AIDS : advocacy toolkit, Addis Ababa
- Willems and Baumert, 2003, OECD Environment Directorate International Energy Agency Institutional Capacity and Climate Actions, Paris
- World Bank, 2003, the Kenyan strategic country gender assessment
- World Bank, 2005, Education in Ethiopia: Strengthening the Foundation for Sustainable Progress; Washington, D.C.
- Yilmaz S & Venugopal V. 2008. Local government accountability and discretion in Ethiopia Georgia State University Andrew Young School of Policy Studies International Studies Program Working Paper 08-38
- Youjin B. Chung, 2012, what works for women: Proven approaches for empowering women smallholders and achieving food security.  
[http://www.careclimatechange.org/files/reports/What\\_Works\\_for\\_Women.pdf](http://www.careclimatechange.org/files/reports/What_Works_for_Women.pdf) retrieved on 3/17/2013
- Zemelak Ayele. 2011. Local government in Ethiopia: still an apparatus of control? Law, democracy and development, vol. 15
- Zenebu taddesse, 2013, statement at the 5<sup>th</sup> African union ministers responsible for gender and women's affairs, may 13-14. Addis Ababa
- Zenebu taddesse, 2011, the Presentation of the sixth and seventh periodic report of the Federal Democratic Republic of Ethiopia under Article 18 of the International Convention on the Elimination of all forms of Discrimination against Women (CEDAW):49<sup>th</sup> session of the Committee on CEDAW, 11-29 July. New York, United States of America  
[http://www.sagepub.com/upm-data/43454\\_10.pdf](http://www.sagepub.com/upm-data/43454_10.pdf)

# Appendices

## Appendix one

### Checklist

**Addis Ababa University**  
**School of Graduate Studies**  
**Department of Public Administration and Management**

Dear respondent, this checklist is prepared for collecting data in conducting thesis entitled **Policy and Institutional Capacity in Local Government in Implementing the National Policy on Ethiopian Women (NPEW): the Case of Dilla Town** in the partial fulfillment of the requirement of masters' of art in public management and policy, specialization in policy. I strongly appreciate and thank you in advance for your positive collaboration in my work. Then it is strongly confidential that all information you provide will not be exposed to the third party and it is only applied for the academic and research purpose. Therefore, your genuine information has a greater credit for the successful completion of the research.

This checklist has to be filled by the officials of the dilla town WAO, k/ketemas WAO and kebeles women's representatives

Please put this "X" mark for all issues under which you think your organization fall

Issues	Yes	No
1. The organization provide sufficient training service to the women in the town		
2. The organization provide the needed materials to the women in the town		
3. The organization have an updated gender disaggregated data		
4. The organization fulfill its plan and objectives as intended		
5. The organization has strong leadership that follow the fulfillment of the organizational plan		
6. The organizational plan is prepared based exactly on the interests of the women in the town		
7. The organization participate in the decision making process of the higher level government office		
8. Community participate in the planning process of the organization		
9. The organization conduct need assessments on women's interest		

10. the organization have the right to mobilize resource for the realization of their goals		
11. The directives or implementation manual prepared by higher level government represent the social and cultural values of the women in dilla town		
12. The organization participate in the preparation of implementation manual of the region		
13. Continuous and sufficient training and further educational opportunity is given the personnel of the organization to enhance their capacity		
14. the organization allocate resources fairly and optimally utilize the existing resource		

**Appendix two**  
**Semi-structured Interview question**

**Addis Ababa University**  
**School of Graduate Studies**  
**Department of Public Administration and Management**

Dear respondent, this semi-structured interview is prepared for collecting data in conducting thesis entitled **Policy and Institutional Capacity in Local Government in Implementing the National Policy on Ethiopian Women (NPEW): the Case of Dilla Town** in the partial fulfillment of the requirement of masters’ of art in public management and policy, specialization in policy. Therefore, I strongly appreciate and thank you in advance for your positive collaboration in my work. Then it is strongly confidential that all information that you provide will not be exposed to the third party and it is only applied for the academic and research purpose. In that, your genuine information has a greater credit for the successful completion of the research.

**1. institutional capacities of actor in the study area**

- a. What are the responsibilities and roles of the organization and how these responsibilities and roles are communicated to the personnel? (if you are in charge of communicate it) does those responsibilities are clearly specified?
- b. How does the organization own resource? What are the sources of these resources? And how these resources are allocated and utilized in the organization?
- c. How the organization does approaches the women in the town and provides the core service to the women in the town?
- d. How do the personnel of organization understand female's interest in the town and respond to the interests in the localized manner?
- e. What is the accountability relationship of the organization or to whom the organization accountable?

**2. Policy capacity of the actor in the study area**

- a. How does the member of the organization understand and interpret the NPEW? Does the organization have the policy paper?
- b. Does the organization have its organizational policy that supports the realization of the national policy? How does the policy communicate clearly to the staff?
- c. How do you understand the problem of women in the community and how this problem is integrated in your organizational plan?
- d. Do the organizations prepare its implementation plan by considering the women's interest and problem in local manner?

**3. Responsibilities of the local actor in the NPEW**

- a. How responsibilities are assigned to the local actor in the policy and who allocate the responsibilities to them? How they understand the responsibility?
- b. Does the policy clearly stipulate the structures of or assign the responsibility to the local actor rather than the symbolical stipulation of the local actor as implementing organizational system?
- c. Does the institution have sufficient resource and autonomy to use the resource to support women in the local area? If yes, how and for what the resource are used?
- d. How zonal and regional women's affair office interacts and supports the town's women affair office in realizing gender equality?

- e. Does the organization actively influence the upper government organizations to make their own implantation decision?

**4. The network between the local actor**

- a. How the organizations share their plan with other? What is the ability of the organization to influence other to work together in harmony?
- b. Do the organizations communicate with other organization regarding their overall activities?
- c. What kinds of supports given to the organization form government organization to facilitate the realization of the gender equality in the town?
- d. For whom the institution report and who supervise the performance of organization?

**Appendix three**  
**Addis Ababa University**  
**School of Graduate Studies**  
**Department of Public Administration and Management**  
**Scheduled questionnaire to be answered by the users of the actor**

Dear respondent, this scheduled questionnaire is prepared for collecting data in conducting thesis entitled **Policy and Institutional Capacity in Local Government in Implementing the National Policy on Ethiopian Women (NPEW): the Case of Dilla Town** in the partial fulfillment of the requirement of masters’ of art in public management and policy, specialization in policy. I strongly appreciate and thank you in advance for your positive collaboration in my work. Then it is strongly confidential that all information you provide will not be exposed to the third party and it is only applied for the academic and research purpose. Therefore, your genuine information has a greater credit for the successful completion of the research.

**Personal information**

- 1. Age     less than 20       21-40       above 40
- 2. level of education
  - a. Primary
  - b. Secondary
  - c. Tertiary

**Specific information regarding the user’s perception and attitude and on service of the institution**

- 1. Do you know the institution that work on women’s issues in dilla town? Yes     no      
If yes which one?

---

---

---

---

- 2. How do you identify the existence of and come to the organization?

---

---

3. What do you know about the organization?

---

---

4. Do you participate in the decision making process of the organization?  Yes  no  
If yes, could you give example of decision you participate in? And what is your role in that decision making process?

---

---

5. What types of service you received?

- a. Material
- b. Consultancy
- c. Training and capacity building
- d. If other please indicate here

---

---

6. Do you think that the service of the organization is sufficient?  Yes  no  
If your answer is no what is your suggestion?

---

How often do you visit the organization to receive one time service?

- a. One time
  - b. Two times
  - c. More than two times
- If two times and more, why?

---

---

7. How do you evaluate the quality of the service you obtain from the organization?

- a. High quality
- b. Medium quality
- c. Low quality

8. Do you satisfied with the service of the organization?  Yes  no  
If your answer is no, why do you feel not satisfied with the service?

---

9. If anything else you want to say please put here.

---

---