

**ADDIS ABABA UNIVERSITY  
SCHOOL OF GRADUATE STUDIES  
REGIONAL AND LOCAL DEVELOPMENT STUDIES**

**Capacity Building for Decentralized Local Governance: The Case of  
Adami Tulu Jido Woreda and Ziway Town in Oromia**

*By:*

**Nigussie Daba**



**August, 2007**

**Addis Ababa**

**CAPACITY BUILDING FOR DECENTRALIZED LOCAL GOVERNANCE:  
THE CASE OF ADAMI TULU JIDO WOREDA AND ZIWAY TOWN IN OROMIA**

**A thesis Submitted to the School of Graduate Studies of Addis Ababa  
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of Master of Arts in Regional and Local Development Studies**

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## *Acronyms*

AAU	Addis Ababa University
ADB	Asian Development Bank
BCB	Bureau of Capacity Building
CBOs	Community Based Organizations
CSRP	Civil Service Reform Program
CSA	Central Statistics Authority
DLDP	District Level Decentralization Program
EIDC	Ethio-Italian Development Cooperation
ESFEDP	East Shewa Zone Finance and Economic Development
FEDO	Finance and Economic Development Office
FSS	Forum for Social Studies
GER	Gross Enrolment Rate
HRD	Human Resource Development
ICT	Information and Communication Technology
IDR	Institute of Development Research
MCB	Ministry of Capacity Building
NCBP	National Capacity Building Program
NER	Net Enrolment Rate
NGOs	Non-Governmental Organizations
NUPI	National Urban Planning Institute
OESPO	Oromia Economic Study Project Office
OBFED	Oromia Bureau of Finance and Economic Development
PSCAP	Public Sector Capacity Building Program
RLDS	Regional and Local Development Studies
SEDA	Selam Environmental Development Association
SDPRP	Sustainable Development and Poverty Reduction Program
WB	World Bank
WHO	World Health Organization

## ***Abstract***

*The purpose of this study was to assess the performance of capacity building activities and examine the implementing capacity of decentralized local governance. The study was conducted in Adami Tulu Jido woreda and Ziway town. Comparative study with cross sectional survey was used in the study to compare the two local governments. Descriptive survey method of analysis was also employed to achieve the objectives of the study. The subjects of the study were civil servants and cabinet members of the two local governments. Questionnaires were used to collect data from the civil servants and cabinet members. In addition focus group discussions and interviews were also conducted with about 24 individuals. Data were analyzed through quantitative and qualitative methods. The statistical method used to analyze the quantitative data was percentage.*

*The results reveal that even though the local governments have been given a wide range of responsibilities and powers in terms of planning and prioritizing their local needs, their implementing capacity is very weak. Human resource in both local governments both in quantity and quality is found to be deficient to shoulder different local level responsibilities. Women are also under represented in the civil service and in the cabinet members. Shortage of budget and skilled human resource, and high turnover of officials and key experts due to frequent reorganization and restructuring of offices, transfer, demotion and promotion are critical problems observed in both local governments. In addition, different facilities and core resources are not adequately available in the sectors of both woreda and town. As a result the status of human resource, organizational and institutional capacity is found to be weak.*

*The capacity building/training activities conducted in the areas were not need-based. Besides, training impact assessment was not undertaken. Weak management capacity, unfavorable enabling environment and absence of adequate facilities and resources characterize both local governments. Community participation is also limited to implementation of planned projects than at planning and decision making levels.*

*It was generally recommended that continuous training of employees and officials; conducting training need and impact analysis; designing reward system, support in fulfilling the resources and facilities on the part of the regional government, participation of local community in need prioritization, planning and decision making, making available different policy documents, guidelines, and rules for employees; creating stable and suitable structure and in general building local capacity be undertaken.*

## *Chapter One: Introduction*

### **1.1. Background of the study**

The idea of local development emanated from the necessity of resolving problems of inequality among localities of a given state. Two broad categories of development approaches can explain this issue. These approaches are development from above or top-down development approach and development from below or bottom-up development approach (Adams, 20001; Mohammed, 1999).

Development from above approach emphasizes on a clustering of investment in selected spatial entities for some initial advantages that will later spread outward. The decision-making power is centralized at the national and sector level. It also focuses on economic return that could be enhanced by other areas through trickle down effects. Development from below approach is concerned with inward looking and regional self-reliance stressing on the importance of non-economic variables. In this case localities and regions are involved in the planning and implementation of development activities at their levels.

Decentralization is recognized as a mechanism of improving the administration of development by enhancing its governance, increasing responsiveness and flexibility. According to Adarkwa (2005), development is better managed under decentralized system of administration than other forms of governance because decentralized system of governance instills in the local people commitment and increases their knowledge of development process, which makes them contribute to its success.

The development literature has also established the fact that the move towards decentralized local governance is not without challenges. In this connection, Wunsch (2001) discusses the obstacles to effective functioning of local governance systems in African states as: actors in the center retaining authority; absence of key changes in regulations and legislations; leaving local governments unable to discharge their responsibilities; poor training and payment for local personnel; poor design of local institutions; and absence of effective local political process which involves popular participation in decision-making and public accountability.

According to MCB (2002), capacity building is an issue of sound governance, bureaucratic transparency, and empowerment of citizens at local levels. Capacity building, economic reform and good governance are important and interrelated components for economic and social development. Capacity building, which is the development of skills, organizations and institutions, is critical to the achievement of sustained economic and social development.

However, acquired skills cannot be exploited fully, and institutions cannot operate efficiently, without good governance. It is also true that development reforms cannot be implemented properly without well-functioning institutions. Therefore, the role of capacity building for the development of good governance and creating good institutional environment in which the government can play its role is very critical.

Decentralized system of governance is highly related to capacity building and other sectoral activities at local level. It is closest to the theme of good local governance, and even to some extent overlaps. This is because effective capacity building program ensures that the government policy is financially, economically and politically sustainable, and improves the quality of service delivery system of the government to the community. This shows that the impact of capacity building on development is very high. Decentralization programs should be implemented in connection with capacity building activities to be effective (Worku, 2005).

Ethiopia has decentralized its system of governance in line with federal arrangement. The country launched a decentralized system of management after a long tradition of centralized administration in 1992. Since then, studies have been conducted and have reached to the conclusion that even though regional governments are entrusted with legal powers of adopting and executing development policies and programmes, in all of the regions, problems of institutional and administrative incompetence have become major obstacles in attaining the envisaged objectives and targets (Tegegne, 1999).

Yigremew et al. (2005) also indicate in their study that woredas in Ethiopia have weak capacity in terms of human, finance, materials, resources and facilities. This same study further disclosed that woredas have no clear and stable structures and systems and “There are no clearly communicated laws and procedures regarding power and duties of Woredas” (Yigremew et al.

2005: 16-19). Moreover, shortage of human and financial resources, inadequate coordination of regional development policies, and lack of systematic monitoring and evaluation of development process are cited as the major challenges to effective decentralization in Ethiopia (Loop, 2002; Tegegne, 1999). Human resource development, organizational strengthening and institutional reform are the critical dimensions of capacity building. An investigation in to the performance of capacity building efforts (human resource, organizational and institutional development) aimed at alleviating the problems is necessary to enhance the capacity of the decentralized system of management. Therefore, this study aims at assessing the performance of capacity building activities for decentralized local governance in Adami Tulu Jido woreda and Ziway town.

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

Local governments can make substantial contribution to planning and delivery of services, which in turn contribute to local, regional and national development. One of the ineffective nature of African states has been explained by Rakodi (1988) as inability of government and political systems to quickly develop administrative capacity. This has also given rise to explicit moves towards greater decentralization in many African countries. However, the autonomy of the local governments has been very limited and these local states have very weak capacity (Rakodi, 1988).

Ethiopia embarked on decentralized system of administration since the early 1990s. Substantial efforts have been made to devolve power to woredas, which have been mandated to prepare and implement development plans and programs and set priorities reflecting the needs of the people. However, local governments in the country have capacity problems to implement development in their localities. It was also found that the process of popular participation and consultation was not put in place, and systems and procedures for decentralized service delivery have not been developed to ensure good governance (Yigremew et al., 2005; Worku, 2005; Loop, 2005; Mohammed, 2006).

Adami Tulu Jido woreda and Ziway town are also vested with power and functions on economic, social and budgetary affairs. However, they continue to depend partially on zonal and regional governments in implementing development activities. The existing reality witnessed that decentralization has not been fully successful in the areas due to lack of capacity associated with

administrative and human resource problems, lack of a well-functioning organizational structure, efficient working systems and equipment, office space and shortage of skilled personnel to effectively discharge their constitutional responsibilities.

In addition, soil erosion, deforestation, rainfall variability and drought, overgrazing, lack of personnel and equipment for public sector institutions are some of the major problems the local governments are confronting. On the other hand, the local governments have high potential for the development of irrigated agriculture, fishing, mineral resources and tourism (Bahiru, 2005). Both local governments have good development opportunities. However, the available resources of the areas have not been properly utilized and mobilized due to weak local capacity. The local communities have not been empowered and did not participate in the development process of their localities because the capacity of the local governance is not built to the desired level. So, this necessitates the building of local capacity for local governance to operate effectively. This can also create good opportunities to address local problems effectively.

This shows that capacity deficiencies are critical problems in Adami Tulu Jido woreda and Ziway town. This was also recognized by the regional and local governments and many capacity building activities have been conducted in the areas. However, the challenges and performances of the activities have not been studied. Therefore, this study seeks to examine the performance of the capacity building activities for decentralized local governance. It utilizes a comparative approach to examine two local governments-Adami Tulu Jido woreda and Ziway town in Oromia regional state where such activities are being undertaken.

### **1.3. Objectives of the Study**

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

The general objective of the study is to assess the performance of capacity building programs and examine the implementing capacity of the decentralized local governance in the study areas.

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

The specific objectives of the study are to:

- Analyze the existing human resources capacity in the study areas.
- Assess the capacity building/training programs that are being undertaken in the study areas.

- Analyze the organizational and institutional capacity of the local governments under study
- Identify the major impediments that affect the capacity of the local governments.
- Assess the level of the participation of local communities and institutions in the development efforts of the local areas.
- Suggest additional or further solutions to alleviate problems based on the findings.

#### **1.4. Research Questions**

The study seeks to give answers to the following research questions:

- How does the existing capacity of human resources in the study areas look like?
- What are the major constraints that are associated with capacity building /training programs in the study areas?
- How does the organizational and institutional capacity of local governments' under study look like?
- What are the major impediments that affect the capacity of the local governments?
- What is the level of the participation of local communities and institutions in the development efforts of the local areas?
- What additional or further approaches can be instituted to enhance capacity building activities in the two local governments?

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

Recently many developing countries have recognized decentralized governance as a factor for local development and promoting good governance. Similarly, the process of decentralization in this country is of a recent phenomenon. Rural woredas and municipalities/ towns have started getting attention because they are assumed to play key roles in local, regional and national development. Since these tiers of government are close to community, building their capacity has a substantial importance for mobilizing local resources for social and economic development.

Since the main purpose of this study is to provide information about capacity building programs' implementation in line with the performance of decentralized local governance, it will assist federal, regional and local policy-makers, planners and program implementers to acquaint with

current knowledge about the status of capacity building activities for future effective and efficient performance.

## **1.6. Research Design and Methodology**

### **1.6.1. Sampling Techniques**

In this research two local governments, Adami Tulu Jido woreda and Ziway town, in east Shewa Zone of the Government of Oromia Regional State were considered. The two local governments were selected for reasons of convenience to the writer in view of data collection. The local level sectors (offices) have been taken as a unit of analysis for the study because of their closeness to the grassroots population. "In Ethiopia, woredas are also considered to be the key local units of government since they play key roles in prioritizing the provision of public services" (Loop, 2002:10-11).

In this study, both primary and secondary data sources were used. Primary data were collected using questionnaires, interviews and focus group discussions. The secondary data were collected from books, journals, magazines, working papers and previous studies. In addition, statistical documents, regional constitution and proclamations and unpublished documents from different offices including regional and woreda government related to capacity building programs, were used as sources of secondary data. The cross-sectional study is found to be more appropriate for this study since it involves sampling various segments of population at a point in time. In addition, comparative approach is utilized to compare the two local governments. The study population were grouped or stratified into government employees and cabinet members for the sake of homogeneity. Samples from each group have been stratified according to sex to ensure proportionate representation. The lists of names of all the officials and employees of both local governments were obtained from the offices of the local governments. There were 369 civil servants and 18 cabinet members in Adami Tulu Jido woreda, and 198 civil servants and 12 cabinet members in Ziway town. Accordingly, after classification of the study population into two groups, 126 (34%) of the civil servants and 9 (50%) of the cabinet members of the woreda and 53 (30%) of the civil servants and 7 (58%) of the cabinet members of the town have been selected using simple random sampling technique.

### 1.6.2. Data Collection

The data collection involves methodological triangulation and data triangulation or a combination of methods and data sources. According to Yeraswork (2000:296), the use of several qualitative and quantitative methods and different data sources such as focus groups, survey, interviews, personal observation are helpful to find adequate information and to get individual, group and institutional views. Therefore, in this research in-depth interviews, focus group discussions and survey questionnaires have been used in order to get sufficient information about capacity building activities in the study areas.

#### 1.6.2. 1. Interview

In-depth interviews were conducted with key informants who are assumed to have particular knowledge on the issues of capacity building and decentralized local governance either from experience, political position or professional capacity. Informal discussions were also made with certain well-experienced personnel to extract relevant information. Accordingly, the following ten (10) persons, who are found at regional and local levels, were interviewed in-depth concerning the planning, policy and their implementation in the region in general and in the study local governments in particular, and their responses were recorded.

**Table 1.1: Profile of key informants**

No	Person to be interviewed	Number
1	Oromia Regional Government capacity building office vice head	1
2	Oromia Regional State DLDP department head	1
3	Head of capacity building office of the Woreda	1
4	Mayor of the town	1
5	Woreda capacity building office CSRP expert	1
6	Vice Woreda Administrator	1
7	Administration and finance head of the woreda pool-2	1
8	Administration and finance head of the town	1
9	Human Resource Manager of FEDO of the town	1
10	Project Manager of Selam Environmental Development Association	1
	Total	10

#### 1.6.2.2. Focus group discussions

In conducting focus group discussions, more or less homogenous groups were selected. Initially, a preliminary analysis of information that was obtained from interviewing the required key

informants and survey of the necessary secondary documents about capacity building activities and decentralized local governance in the region as well as in the study woredas were made. Based on the results of the interview and the survey of documents, a number of issues for discussion in the focus group were identified. Each focus group had seven (7) members or participants. Semi-structured interview technique has been adopted to collect qualitative data from the focus groups. The compositions of the group members were male and female personnel working in different units, sections or departments in the Woreda and town.

The discussion was conducted to get sufficient information on how capacity-building activities are going on in the local governments. The discussions were made with two (2) distinct groups: well-experienced civil servants in the Woreda, and, the Town offices.

**Table 1.2: Profiles of focus group discussion participants**

No	Groups	N <sup>o</sup> of participants
1	Civil servants of the town	7
2	Civil servants of the woreda	7
	Total	14

### 1.6.2.3. Survey Questionnaires

Two types of questionnaires were designed in English language and translated into ‘Afan Oromo’ because ‘Afan Oromo’ is the official language of the Government of Regional State of Oromia. The first one was distributed to permanent civil servants and the second type for cabinet members of the organizations in both the woreda and the town. In both types of questionnaires, close-ended and open-ended questions were included. Both questionnaires had three parts. The first part was concerned with personal information. The second and third parts focused on the capacity building aspects of the local governments.

### 1.6.3. Method of Data Analysis

The analysis of the study is descriptive that combines both qualitative and quantitative data. Data that were collected through different methods were organized based on the issues identified by the respondents. In addition, different tables, percentages, frequencies and simple averages have been employed based on the data gathered.

## **1.7 Scope and Limitations of the Study**

The study area covers one rural local government (Adami Tulu Jido Woreda) and one urban local government (Ziway Town) respectively, which are found in East Shewa Zone of Oromia Regional State. It is not possible to cover all the woredas and towns found in the zone and in the regional state due to financial and time constraints.

The study focuses on the capacity building aspect of decentralized local governance. Both capacity building and decentralization are broad and have many dimensions. However, this study attempts to assess the major efforts, problems, challenges and performances of capacity building programs in the two study areas. So there is no intention in the study to address all aspects of capacity building and decentralization. Only some aspects of capacity building such as on job-training, human resource capacity, management capacity, financial capacity, availability of resources, facilities and enabling environment, and community participation are assessed.

Absence of recent socio-economic and other important data about the town and absence of officials and some experts from office during data collection were some of the limitations the researcher confronted during the study. In addition, high turnover of officials and experts resulting from frequent restructuring of the offices also made the data collection difficult for the study.

## **1.8 Organization of the Thesis**

This study is arranged into five chapters. The first chapter is an introductory part, which includes background of the study, statement of the problem, objectives of the study, basic questions, significance, methodology and scope of the study. Chapter two deals with literature review in which some of the major concepts in the study such as capacity building, decentralization, local governance and community participation are clarified and components of capacity building such as capacity, human resource, organizational and institutional development are assessed in view of the decentralized local governance. The third chapter is devoted to an overview of the profile of the study local governments. The fourth chapter focuses on the presentation of the results and discussion. The final chapter deals with the conclusion and recommendations. References and annexes are also attached at the end.

## **Chapter Two: Review of the Related Literature**

This chapter focuses on assessing the pertinent conceptual issues, empirical studies and theories that have relevance to the subject of the study.

### **2.1 Capacity Building**

With the ongoing decentralization of government systems and devolution of power and authority to the lower levels, building the skills and competence of position incumbents becomes of paramount importance. According to EIDC (2005), capacity refers to an organization's ability to achieve its mission effectively and to sustain itself over the long term. Capacity also refers to the skills and capabilities of individuals and organizations.

Capability is the individual's or group knowledge, skills and attitude and their competence that is necessary to accomplish their assigned tasks and responsibilities. It is the critical element of capacity and one major determinant of efficient and effective performance. Capacity includes the capability, the overall size of tasks, resources and framework within which they are discharged. Turner and Hulme (1997:90) defined capacity as the process of identifying and developing the management skills that help to address policy problems; attracting, absorbing, and managing financial, human and information resources; and operating programs effectively, including evaluating program outcomes to guide future activities.

#### **2.1.1. The Capacity Framework**

Venture Philanthropy Partners (2003) present the capacity framework in a pyramid of seven essential elements. These are the three higher-level elements-aspirations, strategy, and organizational skills, the other three foundational elements-systems and infrastructure, human resources, and organizational structure, and cultural element which serves to connect all the others.

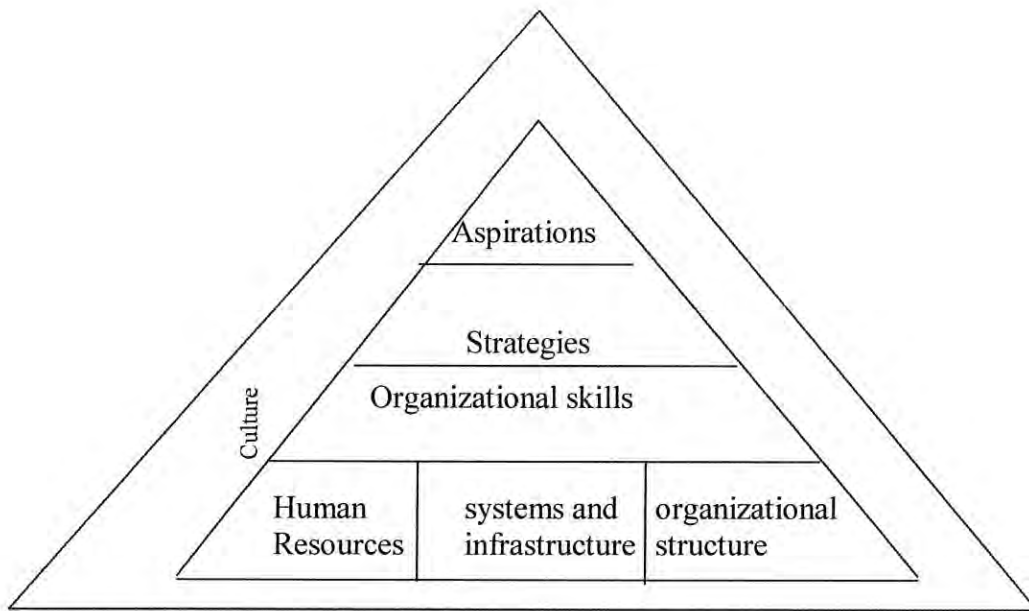


Figure 2.1: Capacity framework

*Source:* Venture Philanthropy Partners, 2003

The team defined these elements as follows:

**Aspirations:** An organization’s mission, vision, and overarching goals which collectively articulate its common sense of purpose and direction.

**Strategy:** The coherent set of actions and programs aimed at fulfilling the organization’s overarching goals.

**Organizational skills:** The sum of the organization’s capabilities including performance measurement, planning, resource management and external relationship building.

**Human resources:** The collective capabilities, experiences, potential and commitment of the organization’s board, management team, staff, volunteers.

**Systems and infrastructure:** The organization’s planning, decision-making, knowledge management, and administrative systems, as well as the physical and technological assets that support the organization.

**Organizational structure:** The combination of governance, organizational design, inter-functional coordination, and individual job descriptions that shape the organization’s legal and management structure.

**Culture:** The connective tissue that binds together the organization, including shared values and practices, behavior, norms, and most important, the organization's orientation towards performance.

To sum up, all these issues are intertwined. Alignment is a continuous process because improvement in one area or practice has a way of placing unexpected new demands on other areas, which in turn necessitate upgrading. On the other hand, the interconnectedness of the elements of capacity does not imply that organizations should seek to build capacity in all of them at the same time but rather organizational managers should be aware of the relationship between elements when contemplating a capacity building initiative of one sort or another.

The term capacity building is often used interchangeably with capacity development. According to Lopes and Theisohn (2003), capacity development is more comprehensive, connoting the essential stage of creating and building capacities, as well as the subsequent use and retention of such capacities. In this study, both terms are used synonymously. Capacity building/capacity development can, therefore, be defined as the process by which individuals, groups, organizations, institutions, societies and countries develop their abilities or are empowered individually and collectively to make choices, to perform functions, solve problems and achieve objectives (EIDC, 2005; Lopes and Theisohn, 2003; Eade, 2000; Eade, 1997).

Capacity building is the business of equipping all actors to perform effectively both in doing their own thing in their own field and level of operation, and in partnership with others. For organizations capacity building relates to almost any aspect of its works while for individuals, it may relate to development of all the skills and knowledge the job requires (EIDC, 2005). Lopes and Theisohn (2003) contend that developing capacities to conceive and carryout relevant tasks is crucial to the advancement of living standards. Capacity building is a continuous process that aims to increase individuals as well as organizational abilities to help them solve problems, achieve the set objectives and sound performance.

Lopes and Theisohn (2003) also discuss that capacity building is an all-encompassing term and it is a broad goal that can be achieved over time. An adequate institutional organization to cope with the challenges of an increasingly integrated world economy is a dimension of development

to which policy makers and development professionals are turning their attention. Capacity building is part of the new idea that expresses the new concepts such as empowerment, enabling, partnerships and support, decentralization, devolution, deregulation and privatization. A fundamental goal of capacity building is to enhance the ability to evaluate and address the crucial questions related to policy choices and modes of implementation among development options, based on an understanding of environment potentials and limits and of needs perceived by the people of the country concerned.

Empowerment for governance, planning and management of cities and settlements is about handing down authority. It is about increasing the efficiency, enhancing the effectiveness and ensuring the sustainability of development by passing responsibility to those people, communities and enterprises to whom efficiency, effectiveness and sustainability matter. Narayan (2002) explains empowerment as the expansion of freedom of choice and action to shape one's life. For Narayan empowerment implies control over resources and decisions. Stein (1997) also describes empowerment as a strategy designed to redistribute power and resources.

According to Lashley (2001:2) empowerment involves every employee in making a success of the organization. It is about achieving organizational goals. Lashley further discusses that empowered organizations will be more competitive, and they have structures and cultures which enhance and facilitate empowerment. Empowered employees are supposed to feel in a greater control, have a greater sense of personal power together with the freedom to use that power. Empowerment provides employees with a sense of autonomy, discretion to make decisions. Aspirations for empowerment include a change in employees' feelings of personal power and control, together with more positive attitudes to the organization and increased commitment to its policies and change.

Enabling is about ensuring that those who are empowered have the information, technology, skills and support to exercise their new authority (power) and responsibility. It is about roles; who should do what and in partnership with whom. Pratchett and Wilson (1996) argue that the task of local authorities lies in identifying requirements, setting priorities, determining standards of services and finding the best way to meet these standards and ensuring they are met. This implies a move away from the traditional model of providing service to playing an enabling role.

Therefore, enabling is about relationship and interfacing between the different fields and the different levels of responsibility. Capacity building is an essential component of both empowerment and enabling.

Local politicians and employees need to have performance competencies to serve as good stewards for their councils. Building that competence and institutional capacity involves the development of human resource policies, procedures, structures and organizations, sensitization training and elaboration of the due process in all aspects of the local governance in order to enhance overall systematic effectiveness (Lubanga, 1998). Without systematic effectiveness, local bureaucracies cannot function properly and efforts to promote empowerment and good governance will not be successful.

Thus, capacity building i.e. human resource development, organizational development and institutional development are considered as the major tools for the enhancement of good governance. So capacity building includes: the creation of an enabling environment with appropriate policy and legal frameworks; institutional development, including community participation and human resources development and strengthening of managerial systems. Lopes and Theisohn (2003:22) explain that “a functioning society requires the ability of people, institutions and societies to perform functions, solve problems, and set and achieve objectives”. In this regard the major focus of capacity building in Ethiopia is on human resource, procedures, systems and institutions (Tegegne and Kassahun, 2004:39). In summary, capacity building encompasses the country’s human, scientific, technological, organizational, institutional and resource capabilities. To be effective, capacity building must embrace all the following three aspects: human resource development; organizational development; and institutional development.

### **2.1.2. Human Resource Development**

In the broadest interpretation, capacity building encompasses human resource development (HRD) as an essential part of development. It is based on the concept that education and training lie at the heart of development efforts and that without HRD most development will be ineffective (EIDC, 2005). Human resource development is the process of equipping people with the understanding and skills, and the access to information and knowledge to perform effectively.

According to Lubanga (1998:72), HRD is the training of personnel to fill performance gaps to improve productivity and efficiency or to generate new types of skills to meet an organization's projected skills needs or to meet the requirements of new technologies.

Human resource development is today at the center of the global development debate. The most important resource in the recent years is no more the availability of natural resources or cheap labour but skilled and motivated workforce in order to achieve economic development. Human resource development is recognized by many as one crucial input to the socio-economic development of any nation. It is the ingenuity, knowledge, and skill of human being that is applied to manipulate other resources to provide useful goods and services (Getahun, 1998). It provides the vital and resourceful driving force for other aspects of development because human resources are the only resources that are necessary in determining the appropriate manner of utilizing other resources.

Human resource development includes motivating people to operate constructively and efficiently through the development of positive attitudes and progressive approaches to responsibility and productivity. Lopes and Theisoan (2003:133) discuss that empowerment of individuals begins with education and skills enhancement, which offer the chance of securing employment and a better standard of living i.e. the expansion of individual options. Capacity building by way of training encompasses the mechanics of training design and development which includes needs assessment, development of training materials that reflect the objectives of training programs and delivery and assessment of training programs, human resources planning, career development and succession plans for line and staff departments (EIDC, 2005; Lubanga, 1998). Habtamu (2001) also states that HRD includes formal education at all levels, on the job training, adult education, in-service training, and self development (P.15). He argues that HRD is the development utilization of the knowledge, skills, attitudes and the general potential of the human being. The focus in this study is on the problems, strategies and contributions of on the job training in the selected local governments.

Training is generally designed to improve employees' job skills. It may be acquainted with personal growth and development methods and they may be trained in new methods of doing jobs. Training may also be used in connection with other organizational change programs such as

management by objective programs where training in establishing goals and reviewing goal-oriented performance is needed (Moorhead and Griffin, 2001:523). Moorhead and Griffin also explain that on-the-job training provides different kinds of experiences for employees so that they learn from experienced workers. In general, training or skills development is a long-term approach to capacity building that supports people in their efforts to be self-reliant and to shape the processes of change.

Good human resource management provides incentives and rewards; opportunities for continuous training and re-training; clearly recognizable career opportunities; and competitive pay scales. According to Moorhead and Griffin (2001:27), effective human resource management is critical to the success of organizations. Therefore, to achieve these aspects of HRD, the organizational environment must be dynamic and responsive.

### **2.1.3. Organizational Development**

Organizational development is the process by which things get done collectively within an organization. According to Moorhead and Griffin (2001:518), “organization development is the process of planned change and improvement of organizations through the application of knowledge of behavioral sciences”. It is to do with management practices and procedures; rules and regulations; hierarchies and job descriptions; culture, leadership, planning and strategy; how things get done. It is also to do with working relationships; shared goals and values; team-work, dependencies and supports; why things get done. The increasing demand for more flexible and responsive management styles for the development and management of local governments calls for new and very different organizational structures and relationships particularly within local government. It also calls for new relationships between different organizations that have a role in local development and management.

According to Lopes and Theisojn (2003), within organizations capacities exist among individuals and groups, and within an organization as a whole, individuals possess knowledge, skills and attitudes that reflect their experience and training. When individuals share these experiences with each other and they become embedded in group norms and processes, they become part of the group’s capacity. And when individual and group capacities become widely

shared among members of the organization and incorporated in to management systems and culture, they become organizational capacities.

While organizational and institutional development overlap, we use the former to refer to processes and systems for achieving greater effectiveness within a given structure or group of people, such as decision-making and policy-formulation, appraisal, planning, evaluation and 'institutional learning', and training. While institutional development refers to activities aimed at formal structures, organization development is equally relevant to informal or nascent associational forms (Eade, 1997:7).

Organizations are called in to existence by virtue of their instrumental capacities. They are internally cohesive and their preoccupation is to institute organizational arrangements to accomplish their stated objectives. However, bringing such organizational changes often depends upon institutional changes that are beyond the capacity of any single organization or network of organizations (EIDC, 2005; Eade, 1997). Institution is an organization that is valued by persons over and above the direct and immediate benefits they derive from it. Israel (1987) notes that the people's values, purpose and social norms are the important dimensions of institutions. To institutionalize is to infuse a value beyond the technical requirements of the task at hand.

#### **2.1.4. Institutional Development**

The other aspect of capacity building is institutional development. Institutions play a pivotal role in the development process. McGill (1996) discusses the role of institutions in the following ways:

Institutions are central to sustainable and beneficial economic growth. They create the policies, mobilize and manage the resources, and deliver the services which stimulate and sustain development. Growth and prosperity are unlikely to be maintained if the institutions which guide them are dysfunctional (P.4).

So institutions can be considered as the essential filter of, and guide to the development process. It is important to underline that institutions are more than organizations. They encompass rules, legal systems, property rights, knowledge, conventions, people's values, social norms and behaviors accepted by a group of people (Lopes and Theisohn 2003; Watson, 2003; McGill, 1996). So, there is a need to take into account both formal and informal institutions. McGill

(1996) further explains that the challenge of development in many of the developing countries is administrative problem which emanated from weak institutions and the challenge of an agreement on the nature of an institution, as the instrument of development. According to Watson (2003:288) indigenous institutions have qualities that make them valuable resources for achieving development goals.

Institutional development encompasses the legal and regulatory changes that have to be made in order to enable organizations, institutions and agencies at all levels, and in all sectors to enhance their capacities. "Institutional development refers to the process of improving the ability of institutions to make effective use of human and financial resources available variously defined as institution building, public sector management, public administration, and so on" (Israel, 1987:1 quoted in McGill, 1996:15). Parry (1997) cited in Tegegne and Kassahun (2007:46) defined institutional capacity as "the ability to set goals, anticipate needs, make informed decisions, and attract and manage resources in order to meet those goals". Hence, it is explained that the focus in most development strategies is on planning, evaluation and investments and policies rather than implementation and operations.

Institutional development embraces issues such as regulations, controlling the financial management, borrowing and trading capacity of government agencies and local authorities; the ability of local government to negotiate contracts and form partnerships with private enterprises and community organizations; centrally regulated conditions of employment, salaries and career structures; land use and building by laws and other development controls; and democratic legislation that allows, enables and encourages communities to take responsibility for the management of their own neighborhoods and services (McGill, 1996; Israel, 1987). Institutional development is concerned with management systems, including monitoring and evaluation; internal organizational structure and changes, financial management, planning, human resource management, staff development and training, inter-institutional relationships, institutional structures of sub-sectors or sectors, legal framework and government regulations and procedures (Eade, 1997; McGill, 1996; Israel, 1987). It is clear that institutional development concerns interventions in organizational structures, the processes, and the regulatory environment of the local governments.

McGill (1996) also argues that a recent thinking in institution-building emphasizes on a participative, bottom up approach as opposed to the previous one which emphasized on social engineering, implying a top down, blue print approach. What is being advocated here is an iterative approach to development administration which supports the learning process and is dependent on human capacity. The relevant factors for institutional development are government policy, financial allocation, management, organizational structure, local participation, and external economic and political factors. Institutional development must have a central concern for ensuring sustainability of the increased institutional capacity i.e. the impact of sustained change in terms of a lasting benefit to the community. Lopes and Theisohn (2003) present the interconnectedness of different levels of capacity building by focusing on the functioning judicial system as follows.

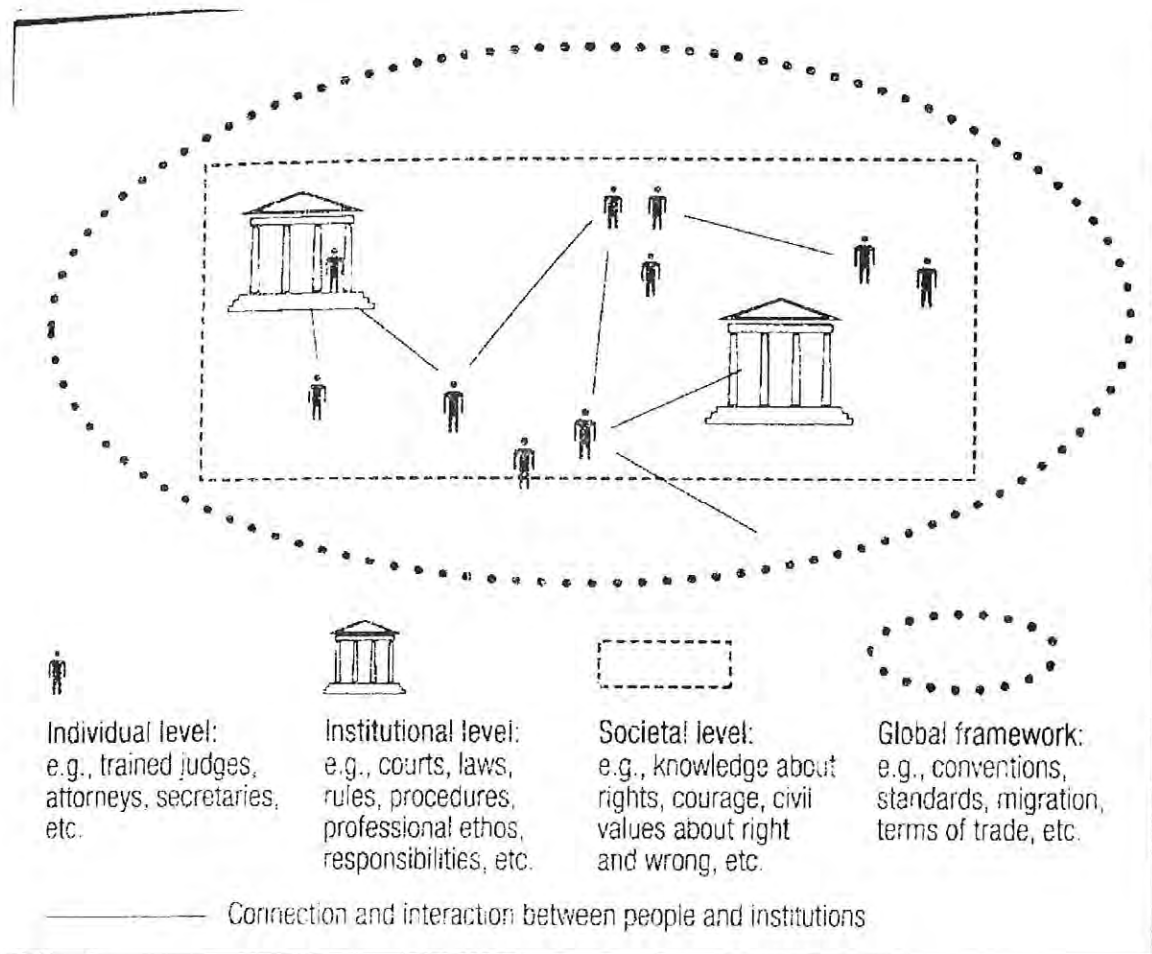


Figure 2.2: Capacity development layers

Source: Lopes and Theisohn, 2003

## 2.2. Decentralization

In its basic definition, decentralization is the transfer of part of the powers of the central government to regional or local authorities (Kumera, 2006; Adarkwa 2005; Yigremew et. al., 2005; Tegegne and Kassahun, 2004; Meheret, 2002; Boko, 2002; Loop, 2002; Nsibambi; 1998; Turner and Hulme, 1997; Kibre 1994; Wraith, 1972). Decentralization is the assignment of fiscal, political and administrative responsibilities to lower levels of government (Litvack et al., 1998). Decentralization policies are part of vigorous initiatives to support rural development. Ingham and Kalam (1992:373) argue that the benefits derived from decentralized development planning can be observed in terms of the distribution of resources, the extension of public services to rural areas, better project identification and new employment opportunities.

Those who favour centralization maintain that redistribution by central government is necessary to overcome the influences of the local elites or to perform certain core functions, which cannot be effectively carried out by local governments. Boko (2002) states that “certain stabilization functions are best carried out by a central government” (P.6). This group of scholars further argues that local government cannot use fiscal policy efficiently, because the multiplier effects of a fiscally induced increase in local expenditure may be transmitted outside the local community and may cause a spill-over effect. According to this view decentralization exacerbates disparity among citizens of a country so “it should be part of the core functions of the national government to implement policies that promote a more equal distribution income” (Ibid).

In contrast to centralization, those who favour decentralization maintain that in most cases local governments can achieve equity and distributional objectives more successfully than central governments. As opposed to central governments, local governments can adequately take into account citizens’ preferences because they have adequate information about local conditions and preferences (Boko, 2002:6).

Decentralized local development is directed towards the achievement of the following objectives (Blakely, 1989).

- To ensure efficient use of all forms of existing resources and generate additional resources
- To increase popular participation in planning and development

- To redress development inequalities among and within regions
- To narrow the disparities in income distribution.

Conyers (1984) also explains the advantages of decentralized local development over centralized national-sectoral strategy in the following ways:

- It makes plans more relevant to local needs
- It facilitates coordinated or integrated planning
- It increases the speed and flexibility of decision making
- It helps increase efficiency in resource use and effectiveness in plan implementation.

Centralization is in response to the need for national unity, whereas decentralization is in response to demands for diversity. “Decentralization is in response to dissatisfaction with centralized planning and administrative structures” (Ingham and Kalam, 1992:374). Turner and Hulme (1997) assert the excessive centralization of decision-making and power within national government as a major challenge to the effective performance of public institutions in most developing countries. Ingham and Kalam (1992:373) also explain that decentralization is a partial solution to many of the problems of developing countries.

The problem of centralized system is not only the geographical distance and the resulting lack of knowledge about local circumstances, but also the psychological distance of government officials from citizens. “Public sector institutions are commonly perceived to be geographically and socially remote from ‘the people’ and to take decisions without knowledge or concern about actual problems and preferences (Turner and Hulme, 1997:151). Thus, quite often, the central government takes measures that ignore local community needs and therefore, lack credibility. Adams (2001) and Turner and Hulme (1997) also argue that top-down, centralized blueprint approaches to development failed to deliver the economic growth and social benefits for the people.

Other important arguments in favour of decentralizing government are that it creates an efficient and reliable administration, intensifies and improves local development, better ensures the rights of the local population to have a voice in government, and better protects minorities. To accomplish this, local governments need to have a certain security in their existence, sufficient

resources, capacity and autonomy. Decentralization enhances effective performance, increased accountability, flexibility, realization of local preferences (Kumera, 2006; Turner and Hulme, 1997; Gebreab, 1997). Turner and Hulme further argue that a remedy to the problems associated with a centralized system is decentralization. This is due to the fact that decentralization is characterized by proximity, relevance, autonomy, participation, accountability and democracy. Adams (2001:335) notes that development goals could only be achieved by bottom-up planning, decentralization, participation and community development. As also cited by Lubanga (1998:70), decentralization of human resources promotes good governance and accountability. Lubanga also discusses that centralized system of governance are incapable of being responsive to local needs whereas human resources decentralization promotes the responsiveness of service providers and empowers the grassroots population.

Generally, decentralization has political, economic, and administrative benefits. According to Kumera (2006), the motives behind initiating decentralization are: economic transformation, the quest for reinforcing transition to democracy and self-rule in response to ethnic conflicts, and the need to improve basic services. This makes decentralization a multi-purpose initiative for furthering administrative, political and economic goals.

### **2.2.1. Types/Dimensions of Decentralization**

Types/dimensions of decentralization include political, administrative, fiscal, and market decentralization (Kumera, 2006:21; Turner and Hulme, 1997:158). Drawing distinctions between these various concepts is useful for highlighting the many dimensions to successful decentralization and the need for coordination among them. Political, administrative, fiscal and market decentralization can also appear in different forms and combinations across countries, within countries and even within sectors.

#### **2.2.1.1. Political Decentralization**

Political decentralization aims to give citizens or their elected representatives more power in public decision-making. It refers to the extent to which political institutions map the multiplicity of citizen interests on to policy decisions (Litvack et al., 1998). It is often associated with pluralistic politics and representative government, but it can also support democratization by giving citizens, or their representatives, more influence in their formulation and implementation

of policies (Kumera, 2006; Boko, 2002). Advocates of political decentralization assume that decisions made with greater participation will be better informed and more relevant to diverse interests in society than those made only by national political authorities. The concept implies that the selection of representatives from local electoral jurisdictions allows citizens to know better their political representatives and allows elected officials to know better the needs and desires of their constituents.

#### **2.2.1.2. Administrative Decentralization**

Administrative decentralization seeks to redistribute authority, responsibility and financial resources for providing public services among different levels of government (Boko, 2002). According to Kumera (2006), the purpose of administrative decentralization is to transfer decision-making authority and responsibilities for delivery of services by lower level government agencies, field offices, or line agencies. Litvack et al. (1998) discuss that administrative decentralization is concerned how political institutions, once determined, turn policy decisions in to allocative and distributive outcomes through fiscal and regulatory actions. It is the transfer of responsibility for the planning, financing and management of certain public functions from the central government and its agencies to field units of government agencies, sub-ordinate units, or levels of government, semi-autonomous public authorities or corporations, or sector wide, regional, or functional authorities (Boko, 2002).

#### **2.2.1.3. Fiscal Decentralization**

Financial responsibility is a core component of decentralization. If local governments and private organizations are to carryout decentralized functions effectively, they must have an adequate level of revenues either raised locally or transferred from the local government as well as the authority to make decision about expenditures. Litvack et al. (1998) say that fiscal decentralization is concerned with who sets and collects what taxes, who undertakes which expenditures, and how many vertical imbalance is rectified. According to Sheno (1997:41) inter-governmental fiscal arrangements are a necessary requirement of decentralized government administration, particularly for a large country.

Fiscal decentralization can take many forms, including: self-funding or cost recovery through user charges; co-financing or co-production arrangements through which the users participate in

providing service and infrastructure through monetary or labour contributions; expansion of local revenues through property or sales taxes, or indirect charges; intergovernmental transfers that shift general revenues from taxes collected by central governments to local governments for general or specific uses; authorization of municipal borrowing and the mobilization of either national or local government resources through loan guarantees (Boko, 2002). According to Kibre (1994:2-3) “the principle of fiscal decentralization attempts to search for the optimal pattern of inter-governmental fiscal relations... that promotes economic development”. In many developing countries local governments or administrative units possess the legal authority to impose taxes, but the tax base is so weak and the dependence on central government subsidies so ingrained that no attempt is made to exercise that authority.

#### **2.2.1.4. Economic or Market Decentralization**

The most complete forms of decentralization from a government’s perspective are privatization and deregulation because they shift responsibility for functions from the public to the private sector. Privatization and deregulation are usually accompanied by economic liberalization and market development policies. They allow functions that had primarily or exclusively been the responsibility of government to be carried out by businesses, community groups, cooperatives, private voluntary associations, and other non-government organizations (Kumera, 2006:22; Boko, 2002:5; Turner and Hulme, 1997: 152-154; Meheret, 1998:2).

#### **2.2.2. Forms of Decentralization**

There are different forms of decentralization. These include deconcentration, delegation, devolution and privatization.

##### **2.2.2.1. Deconcentration**

Deconcentration is often considered to be the weakest form of decentralization and is used most frequently in unitary states. Deconcentration redistributes decision making authority and financial and management authorities among different levels of the central government. It can merely shift responsibilities from central government officials in the capital city to those working in regions, provinces or districts. In deconcentrated form of decentralization, the authority and responsibility to decide on what and how services are provided is decided by the center while only administrative functions are assigned to local units. Deconcentration can create strong field

administration or local administrative capacity under the supervision of central government ministries (Kumera, 2006; Boko, 2002; Turner and Hulme, 1997; Gasper, 1991; Litvack et al., 1998).

#### **2.2.2.2. Delegation**

Delegation is the other type of decentralization in which authority and responsibility is redistributed from the center to its local government or agencies or organizations or semi-autonomous agencies (Kumera, 2006; Litvack et al., 1998). Delegation is more extensive form of decentralization. Through delegation central governments transfer responsibility for decision-making and administration of public functions to semi autonomous organizations not wholly controlled by the central government, but ultimately accountable to it. Governments delegate responsibilities when they create public enterprises or corporations, housing authorities, transportation authorities, special service districts, semi-autonomous school districts, regional development corporations or special project implementation units (Kumera, 2006; Boko, 2002; Gasper, 1991).

#### **2.2.2.3. Devolution**

A third form of decentralization is devolution. It is the form of political decentralization which got attention as a result of recent thinking in political and economic development since the 1980s (Kumera, 2006). When governments devolve functions, they transfer authority for decision-making, finance, and management to quasi-autonomous units of local government with corporate status. Devolution usually transfers responsibilities for services to municipalities that elect their own mayors and councils, raise their own revenues, and have independent authority to make investment decisions (Boko, 2002; Gasper, 1991; Litvack et al., 1998).

Akpan, et al. (2004) in their study on three South African countries, Angola, Zambia and Zimbabwe indicated that the governments of these countries refused to devolve decision-making power to the indigenous communities even though all of them are committed on paper to promote social justice at local level. According to the authors, local communities of these countries have the desire for autonomy and decision making power and want to participate in the activities that affect them. However, they were subjected to top-down development planning and government system that did not take in to consideration their cultural backgrounds, values and traditions.

Many of the decisions concerning their lives come from outside the local communities. Meheret (2002) also found that local governments in Ethiopia do not have complete autonomy and decision making power due to inadequate institutional and resource capacity at local level to exercise effective self-government. Formal transfer of authorities and functions from the central to regional, zonal and woreda administration levels are guaranteed in the constitution and various policies. In practice, however, there is very little devolution of power and responsibilities from regional to local level administrations. This shows that devolution of power to the local level has so many challenges.

In a devolved system, local governments have clear and legally recognized geographical boundaries over which they exercise authority and within which they perform public functions (Turner and Hlume, 1997; Litvack et al., 1998). Devolution is the most extensive form of decentralization. In theory, devolved political entities such as regional governments or other local governments are responsible politically to the local population who elected them for their decisions and activities outside the direct control of central government.

Hence, devolution is the best form of decentralization because devolved form of governance is considered as more efficient, effective and responsive than other forms of decentralization. It is also assumed that devolved form of governance increases community participation and confers full authority and responsibility in resource mobilization and investment decision. The political decisions to devolve powers from central government can only be translated in to actual powers being shifted if substantial governments have the fiscal, political and administrative capacity to manage this responsibility. This study also examines the capacity of devolved form of governance in the local governments identified.

#### **2.2.2.4. Privatization**

Privatization can range in scope from leaving the provision of goods and services entirely to the free operation of the market to “private-public partnerships” in which government and the private sector cooperate to provide services or infrastructure. Gasper (1991) and Boko (2002) state that privatization is the transfer of responsibility from government to NGOs, voluntary organizations, community associations, or private enterprises for specified functions.

According to Turner and Hulme (1997) privatization takes place when the transfer of authority is from an institution of the state to non-state agency, when a parastatal national airline is sold off to private shareholders, for example. Privatization can include: allowing private enterprises to perform functions that had previously been monopolized by government; contracting out the provision or management of public services or facilities to commercial enterprises; financing public sector programs through the capital market and allowing private organizations to participate; and transferring responsibility for providing services from the public to the private sector through the divestiture of state-owned enterprises.

### **2.3 Local Governance**

In recent years, there has been an increasing concern for governance issues in the development debate. According to ADB (1999:3), “governance is the manner in which power is exercised in the management of a country’s economic and social resources for development”. Here, the concept of governance is concerned directly with the management of development process, involving the public and private sectors. It encompasses the functioning and capability of the public sector, as well as the rules and institutions that create the framework for the conduct of both public and private business, including accountability for economic and financial performance, and regulatory frameworks relating to companies, corporations and partnerships.

In broad terms, governance is about the institutional environment in which citizens interact among themselves and with government agencies. The capacity of this institutional environment is important for development because it helps determine the impact achieved by the economic policies adopted by the government. Improving governance, or sound development management is a vital concern for all governments. Governance is not the sole concern of state and society alone but it also includes the mode and manner of instituting a government, how all stakeholders participate in decision-making and the legitimacy of officials and institutions. It is the way a society organizes itself to make and implement decisions through mutual understanding, agreement and action (Tegegne and Kassahun, 2004:37, Goss, 2001:11, Pratchett and Wilson, 1996; 2-3, Stewart and Stoker; 1995:3).

According to Goss (2001:26) local is about identity, belonging, and connectedness, shared assumptions and shared history. Locality can offer a base from which shared interests can be

negotiated with other geographical areas or negotiated with national or regional government. It is important to assemble enough power to be able to negotiate. If a locality is too small it may not be sufficiently powerful to be listened to by others. Goss further explains the elements that make up local as: identity-where we belong; geography-space; scale-where decisions are made; and power-where power lies. In this study the term 'local' refers to rural and urban governments i.e. woredas and towns.

Wunsch (2001:277) defines local governance as "genuine local control over important services and investments". Local governments should respond to managerial ideas to do with quality, effectiveness and responsiveness, and adapt them to its particular circumstances (Stewart and Stoker, 1995:9). Local governance is not simply concerned with the local, but about the interface between levels of government i.e. central, regional, local and neighborhood. The role of local governance is not simply to work at local level, but negotiate relationships with other levels of governance. Governance in the sense of network of decision-making and relationship between levels of government and between government and people is required at local level (Goss, 2001:32-36). Therefore, local governments need to have greater capacity to listen to and to respond to public concerns and to negotiate and create partnership with different organizations operating in their localities.

## **2.4 Community Participation**

Recently, people's participation has become a central issue in development discourse. "Popular participation is the empowerment of people to effectively involve themselves creating the structures and designing policies and proposals that serve the interest of all" (Sirak, 2004:17). Participation includes people's involvement in decision making processes, in implementing programs, their sharing in the benefits of development programs and their involvement in efforts to evaluate such programs.

The principle of participation derives from an acceptance that people are at the heart of development. They are not only the ultimate beneficiaries of development, but are also the agents of development. The rationale behind people's participation in development is that participation strengthens as people's capacities and their efforts to create and sustain the collective growth and development (Lopes and Theisohn, 2003; Goss, 2001; ADB, 1999).

Local resources for social and economic development can be more easily mobilized if projects are decided by and implemented on the local level. Development activities undertaken with the participation of those involved allows for tailoring the activities to the specific needs of the local population. People are ready to contribute to local development projects if they can participate in the decision-making and feel that the particular project improves their situation. By letting the local people determine how a particular program should be designed, involvement of the local government enhances the sense of ownership and responsibility for the project. It also gives the citizens a personal stake in the program's success. The citizens are therefore more likely to invest their time and resources into furthering the project's goals. This in turn helps to produce better results than if the development activities were decided up on from the distance of the central government (Goss, 2001; ADB, 1999).

Local governments may make development activities more sustainable by involving the people affected more directly in the implementation of projects. Beneficiaries who own a project will be more likely to assume the responsibility for the project's maintenance. The ability to help in the early planning phases of a development project in turn also encourages the local population to carefully monitor and protect the results of the planning. Psychological self-interest mixes with financial self-interest to encourage the citizens to actively promote the project's successful implementation. Decentralization is also considered as a means of empowering people so that they are able to initiate actions on their own and thus influence the processes and outcomes of development. It is viewed as a development strategy with a bottom-up approach that induces development institutions towards bringing about genuine development through involving different development actors. It is the process of shifting the focus of development from central planning and bureaucratic government agencies to community-based participatory systems that use the full of local, public and private institutions (Turner and Hulme, 1997:113-114).

Decentralization is the transfer of authority for decision-making, managing and service provision to lower units of government or agency. Genuine decentralization in a local governance structure is devolution and is assumed to enhance community participation for appropriate local development implementation. Popular participation is also assumed to be a good indicator of decentralization (Turner and Hulme, 1997; Akpan et al., 2004). Decentralized local governance assumes a participatory grass-root level approach, which the community become active

participants starting from planning to implementation of development projects and become beneficiaries.

## **2.5. Capacity Building for Local Governments**

Recently decentralization and local governance have become vital concerns by several national governments of developing countries. This also reflects the fact that effective local government is critical to improving access to social and infrastructure services and to mobilizing local resources. However, the pervasive weakness of local governments and their institutions, and their lack of capacity are recognized by many as a major impediment to social and economic development. Even though local governments have great potential to attain economic development objectives, they lack capacity to perform as expected in developing countries (Muhammed, 2006; Yigremew et. al., 2005; Tegegne, 2001).

Local governments are the major actors to implement development strategies at local level. Their capacity and effectiveness determines the extent and type of local development. Weak local governments result in poor development efforts in the local areas. According to Parker and Rodrigo (2000), having enough capacity to get the job done is one of the biggest challenges confronting local institutions as well as the managers designing and implementing programs of local development. Technical, managerial, financial and organizational skills are all needed to ensure adequate performance and sustainability over the longer term. So sustainable national, regional and local development and societal well-being are highly related to continuous capacity building activities.

Smith (1996) also explains that the contribution of local governments to planning and delivery of services has received high attention. But it is only in developed nations that local governments can make a substantial contribution to local economic development. According to Hambleton (1978), the activities of local governments have an increasing impact on society due to their greater responsibilities for services providing for the needs of particular sections of society. Local governments provide direct service to the citizens in all government system.

In response to the many failings of centralized government, decentralization has become a world-wide trend. Towns and other local governments in rural areas are being strengthened in a growing

number of countries in all continents. Among the most important reasons for the movement to give more authority to lower levels of government are: the greater efficiency and accountability of local governments; the positive effect such authority-shifts have on local development; the enhancement of democracy and the protection of liberty that local governance has on the citizens; and the greater ability to protect the rights and values of minority population. As cited by Kumera (2006:33), Loop 2002:46; and Kibre (1994:3) decentralization enhances effective performance and realization of local preferences. Turner and Hulme (1997:151-152) also explain that the remedy to the problems associated with centralization is decentralization. Even though better administration is not an automatic result of decentralization, the chances for achieving better government through decentralization increase when local governments are properly equipped to fulfill their tasks. However, lack of capacity is one of the problems of local governments in developing countries (Gebreab, 1997:6).

One of the primary motives for decentralization is the prospect of improving local development. Development is possible without decentralization but the advantages of strong local governments for a more efficient administration help to improve local development projects. Decentralization removes institutional and legal obstacles to self help and it encourages innovative forms of solutions for local problems. Thus, empowering local governments allows diverse solutions to emerge in response to general problems. When decision-making powers and resources are devolved to local governments, decentralization can enhance financial capacities, efficiency and quality gains that enhance efficient service delivery (Kumera, 2006:34).

Capacity building or capacity development is an integral part of the decentralization process. Since decentralization comes after decades of tight central control, the scope and pace of decentralization in developing countries are issues of concern. The major serious problem is weak administrative capacity at local level. According to WB (1992:21-22), there are three strategies to minimize such problems. These are strengthening the institutional and human resource capabilities of local governments by increasing the efficiency and effectiveness of training programs; strengthening the institutions and coordinating capacity of local government administration; and strengthening the oversight function of national government. Thus, capacity building is the most critical factor for effective local governance. Even though capacity building is not a solution for all problems, it could support the decentralization process at local level. It

enhances the efforts to sustain development at local level and supports to equip human resources including local government councils with the necessary technical and managerial skills. Capacity building must be continuous to ensure sustainability of changes and strengthening the new roles and responsibilities given to local governments (Ndgrukwigria, 1998:91).

Building human resources capacity including local administrators to have strong competence for effective performance requires the presence and implementation of effective policies, rules, programs and procedure. In this case sensitization and training programs at local level can help enhance the capacity of local level bureaucracy and politicians (Lubanga, 1998:84-85)

Shortage of skilled human resources and leadership at local level are critical problems for successful decentralization. Decentralization policies need technical skills and organizational capacity which are lacking at local levels. So, support from the central government is of paramount importance for successful decentralization. Therefore governments should make an effort to build the capacity of their employees and administrators if they want to empower and bring about good governance. Hence, to achieve the goals of promoting development and good governance capacity building is a major instrument.

The experience of Uganda showed that sensitization, induction and orientation seminars and workshops about policies, new institutional frameworks and their relationships and the emerging centre-local linkages are the approaches for capacity building (Lubanga, 1998:86). The targets of capacity building should be both employees (civil servants), appointed and elected officials. On the other hand, problems of weak performance may not always be directly related to lack of training. Improper job design, lack of incentives, poor working conditions and others may be the cause for poor performance. Capacity building may not cure all the problems because it cannot be a remedy for all problems. Therefore, training needs assessment should be conducted before implementing it.

In summary, weak capacity limits the local government's ability to realize the needs and expectations of the citizens of the country. It also makes the decentralization process ineffective. Therefore, for local governance to operate effectively, the capacity of local human resources, organizations and local institutions need to be built continuously. Improved capacity of

organizations is assumed to increase the performance of organizations which in turn results in social and economic development. If the capacity of local governance is developed, the decentralization process can be effective, local resources mobilization and utilization can be enhanced, accountability, efficiency, responsiveness and popular participation can be enhanced, and good governance in general will be promoted, and all these result in local development which in turn results in regional development and development of a country at large.

## **2.6. Decentralization and Capacity Building in Ethiopia**

Ethiopia's experience in decentralization and local governance is limited. The country has been a highly centralized system with very little powers and responsibility for local governments (Meheret, 2007). Meheret notes that local governments in Ethiopia were not autonomous organs with full control over resources and with adequate decision-making rather they acted as field agents of central governments for a long time.

Until the present government started leading the country in 1991, Ethiopia has been a unitary state. There was a centralization of power though some forms of deconcentrated and delegated type of decentralization were observed during the Imperial and the *Derg* era. Even though *woredas* and *awrajas* (sub-provinces) were created as the sub-national tiers of government structure, their roles in providing public services were limited. The central government was responsible for providing services at the local level and the local governments were powerless and could not participate in local development (Meheret, 1998; Loop, 2002; Kumera, 2006). Therefore, under both the Imperial and *Derg* governments, very little effort was made to decentralize power for empowerment and participation of people in local development.

Since the transition of the government in 1991, Ethiopia followed a new political and socio-economic system. The government launched the first phase of the state transformation strategy in 1995 which 'involved the creation of a federal state structure based on ethnically delineated regional states responsible for a broad range of the country's political, economic and social objectives including the delivery of essential public services (MCB, 2004). The country's constitution of 1995 laid the foundation for decentralized form of governance.

The constitution became a framework and regional states were established. Accordingly, Tigray, Afar, Amhara, Oromia, Benishangul-Gumuz, Gambella, SNNPRS, Somali, Harari, Addis Ababa

and Dire Dawa became the states which form the country. Woredas are considered to be the key local units of government (Loop, 2002; Meheret, 2002; Tegegne and Kassahun, 2007). However, the practice of decentralization has been limited to the regional level in the 1990s and there were no clear definitions of the roles of the woredas. With regards to empowerment, they enjoyed little fiscal and administrative autonomy to respond to local needs of their communities. Local level planning and implementing local services were based on regional and zonal levels. Until 2001, woredas were still deconcentrated units of regions rather than autonomous entities. In addition, municipal governments were not adequately integrated in to the larger legal and accountability framework of regional governance (MCB, 2004). Systematic constraints in human and institutional capacity, poor economic management and governance, inadequate accountability and transparency remain amongst core problems that act as impediments to sustainable growth and poverty reduction. Local governments in Ethiopia have weak capacity in human, financial, administrative and related aspects (Yigremew et al., 2005; Loop, 2002; Meheret, 1998; Tegegne, 1999).

To overcome the short comings of limiting decentralization only to the regional level, the second phase of decentralization was launched by 2001 through devolution of power in financial and human resources to the woredas (Tegegne and Kassahun, 2007, Kumera, 2001). This is for deepening the already initiated decentralization and to further devolve powers and responsibilities to the woredas. To facilitate the decentralization process and to improve the delivery of services at the local level, various reform programs have also been introduced. A comprehensive national capacity building program (NCBP) was launched to respond to the capacity building demands of the country. The MCB was established in October of 2001 to meet the challenges of poverty reduction, sustainable development and good governance by building capacity across the country and across all sectors, and to provide policy direction, coordination amongst other partner institutions as well as monitoring and oversight of capacity building efforts (MCB, 2002; MCB, 2004). To implement socio-economic development plans and policies capacity building i.e. institutional, personnel, fiscal and information capacities are the most critical factors for successful decentralization at local levels. The Ethiopian government has acknowledged capacity building as an issue of paramount importance. The government considered it as a very critical issue for sustainable development and poverty reduction. The country's transformation agenda evolved from the growing awareness that weak capacity was adversely affecting the state to

secure the fundamentals of poverty reduction and democratic development such as responsible service delivery, citizen empowerment and good governance (MCB, 2002; MCB, 2004; MCB, 2006).

Public sector capacity building program (PSCAP) has also been launched in 2004 as part of the concerted effort to the on-going capacity building initiatives. The major objective of the program is to build national capacity across regions and sectors over the medium-term as an integral part of sustainable development and poverty reduction program (SDPRP). Capacity building under PSCAP includes support for the development of Human resources through delivery of huge on-job training across public organizations, development of working systems, and improvement in the effectiveness of institutions. According to MCB (2004), the 14 (fourteen) sub-programs of capacity building which are under NCBP of Ethiopia are the following: Civil Service Reform, Justice Reform, Tax Reform, District Level Decentralization Program, Urban Management, Information and Communication Technology, Cooperatives, Private Sector, Textile and Garments, Construction Sector, Agricultural Training of Vocational and Technical levels, Industrial Training of Vocational and Technical levels, Higher Education and Civil Society.

Out of these fourteen sub-programs six of them are concerned with strengthening and building capacity in core parts of the public sector and have been grouped under PSCAP (Worku, 2005). They include district level decentralization program (DLDP), that rapidly transferred service delivery responsibilities with substantial fiscal and administrative authority to rural jurisdictions; urban management program (municipal reform efforts) designed to restructure and empower urban centers; ICT program to enhance connectivity and develop e-government applications such as woreda and school-net projects; justice system reform program to strengthen formal checks and balances and accountability mechanisms through reform of justice system including the courts, law making and law enforcement institutions and the legislative process; tax system reform program that continues to align tax policy and administration at the federal and regional levels with the demands of the country's macro-fiscal policies (MCB, 2004; MCB, 2002).

The other component of the program is civil service reform focused increasingly on strengthening the public sector framework and service delivery results on the ground. Under the CSR are also high level coordination and change management, resource management and control, performance

and service delivery improvement, and accountability and transparency. So these programs are implemented at different levels by the MCB, BCB and woreda capacity building offices as they are tasked with programming and financing the sub-programs that support the SDPRP goals of the country and structural transformation (MCB, 2004).

Since the second wave of decentralization in 2001, efforts have been made to deepen the programs to local levels. As a result powers and responsibilities have been devolved to woredas since 2001. The revised regional constitution of 2001 of Oromia Regional State also defined duties and responsibilities of the woredas in the region. The responsibilities of planning, budgeting and implementation of public service delivery were given to woredas. Woreda administrations have been given autonomy in expenditure prioritization when planning basic services. According to the revised constitution of Oromia Regional National State, Art.35-42, woredas are empowered to deliver basic services such as agricultural extension, education, health, water supply and rural roads. Woreda empowerment was enhanced by transfer of functions, finance and human resources from regional and zonal levels. A regional block grant was introduced in the fiscal year 2002/2003 and intended to finance woreda salaries, operational and capital development projects. Woredas were also restructured and reorganized and a large number of staff has also been redeployed from the regions and zones to woredas since 2001. Capacity building activities have also been made in view of the weak performing capacities observed in the processes of woreda decentralization (Worku, 2005).

Therefore, in order to deepen decentralization to local level and to create a well-functioning decentralized local governance and civil service, building local capacity is one of the most important factors. Strengthening the already existing local institutions and their human resources' technical and management capacity, as well as creating new ones are of paramount importance. The capacity of local government and local institutions is a function of a complex mixes of skills, knowledge and experiences as well as capacity of both human and financial capital. The presence of proper institutional capacity and administrative authority devolved for decision-making processes at local level is of a critical advantage to strengthen the local governments' capacity in executing responsibilities and achieve its development goals.

## **Chapter Three: Description of the Study Region and Local Governments**

This chapter deals with description of the profile of the regional state of Oromia and the two local governments-Adami Tulu Jido woreda and Ziway town. The chapter focuses on the physical features and socio-economic activities of the region and the local governments on which the capacity building activities are grounded.

### **3.1. Profile of Oromia National Regional State**

The Oromia National Regional State was established in 1992 based on proclamation N<sup>o</sup> 7/1992, which was issued to establish national regional self-governments in the country. Oromia National Regional State extends from the central west of the country across the heart to south-eastern Ethiopia. Its estimated area of 366, 910 square kilometers makes it the largest region accounting for about one-third of the total area of Ethiopia (Mohammed, 1999).

The region extends from 3<sup>o</sup> 26' N to 10<sup>o</sup> 23' N latitude and from 34<sup>o</sup> 08'E to 42<sup>o</sup>55'E longitude (OBFED, 2002) (see annex-V). The region is also the most populous one with about 34 percent of the total population of the country. According to CSA (1998), the total population of Oromia region will increase from 18.8 million in 1994 to about 29.6 million in 2010, and to about 37.8 million in 2020, and to 46.2 million in 2030. On the other hand, the urban population is expected to increase from about 2 million in 1994 to 4.2 million in 2010, and about 9.6 million in 2030. The rural population will increase from about 16.8 million in 1994 to about 25.4 million in 2010 and 36.6 million in 2030.

The region can be categorized into three distinct geographical areas: the western high lands and associated low lands, the eastern high lands and associated low lands and the Rift Valley. Generally the elevation of the region varies from less than 500m to 4000m above sea level (Bahiru, 2005). The region shares borders with Amhara, Afar, Somali, South Nations, Nationalities and Peoples Region, Gambella and Benishangul-Gumuz regional states. In addition the region also shares an international boundary with the republic of Kenya and the Sudan. About 30 percent of the lowlands of eastern sub-region has arid climate; over 35 percent of the intermediate highlands of central and western Oromia have hot tropical rainy climate, while the high lands have warm temperate rainy, tropical rainy and arid climates. The region experiences

several climatic types such as semi-desert, tropical, sub-tropical, temperate and alpine due to its latitudinal position, altitudinal variation, prevailing winds and pressure, air circulation and its proximity to sea (OBFED, 2002).

Agriculture is the main stay of the economy of Oromia. It provides employment for an estimated 89 percent of the population and accounts for about 65 percent of the region's gross domestic product (Bahiru, 2005). Exports of agricultural products growing in Oromia such as coffee, hides and skins, pulses and oil seeds make up the lion's share of the country's foreign exchange earnings. Agriculture also provides food for the rapidly expanding population of Oromia and the rest regions of the country. Factors such as traditional farming methods, natural resources degradation and limited use of modern technologies inhibited agricultural outputs and productivity.

Although the region possesses high potential of raw materials for industrial development, the sector is at infant level due to backward technological use. As a result the share of industrial production remained low. Thus, the past trend of industrial development has contributed little to the economic development of the region in terms of producing consumer goods, technological inputs for agricultural and other sectors, creating employment opportunities and absorbing raw materials. As a result of its large population and size and low level of development, there is favourable environment for the development of trade and commerce. Oromia is also endowed with rich and diverse tourist attraction resources of which much of its resources remained untapped (OBFED, 2002). The region abounds with natural lakes, hot springs and curative spas, numerous valleys, gorges, mountain peaks and meadows of scenic beauty national parks and wildlife sanctuaries. Among its historical, cultural and religious attractions, the pre-historic of Sof Umar cave in Bale to the south of the region, the Palace of Abajifar in Jimma and the shrine of sheik Hussen in Bale can be mentioned.

Efforts have been made in the region in expanding education and training programs. Enrollment rate at primary level has reached 85.4 percent in 2004, while the secondary level is estimated to be 28.1 percent in the same year. Compared to the size of its population, the region has limited number of health facilities and personnel. The coverage of health services in the region is

estimated to be 75 percent and is very low even by the standards of sub-Saharan Africa. A large proportion of the population has no access to safe water and sanitation facilities, and as a result, is severely affected by water borne diseases. In addition Malaria, respiratory infections, HIV/AIDS, skin infections, diarrhea disease and intestinal parasitic infections are also the major causes of morbidity in the region (Bahiru, 2005).

The administrative structure of the regional state consists of the regional government, zonal administrations, district (woreda) administrations, and Kebele administrations. According to the current structure, the region is divided into 18 zones and 257 woredas. The region is further divided into 504 urban administrative units (*gendas*) under 375 towns and 1061 peasants associations (Pas) (OBFED, 2002).

According to OBFED (2002) there is uneven distribution of population in the region. According to the information, over 60 percent of the population of Oromia lives in only six zones i.e. less than half of the total zones accounting for only 36 percent of the total area of the state. Among the zones of Oromia, East Shewa has 29.3% (the highest) and East Harerge has 6.1% (the lowest) urban population. There is also uneven distribution of the urban population and urban centers among the zones of Oromia- Arsi zone having 51 (largest) urban centers and Borena zone with 16 (lowest) urban centers. East shewa is the zone with the highest number of urban residents, accounting 23 percent of all urban populations in the region. Ilubabor is the zone with the lowest urban population which constitutes only 4.1 percent of the total urban population.

Most towns of Oromia are small in size and most of the urban residents in the region live in few urban centers. For example, only 22 towns (6 percent of the urban centers) with populations over 25,000 accounted for over 40 percent of the urban population in Oromia. Furthermore, only 59 towns (about 16 percent of all towns in the state) with populations over 10,000 constituted about 61 percent of the urban population. In Oromia, 89.5 percent of the population lives in rural areas (CSA, 1998). The population density of Oromia was about 62 persons per square kilometer in 2000, ranging from about 17 persons per square kilometers in Borena to about 145 persons per square kilometers in East Shewa. East Shewa and East Harerge are the zones with the densely populated districts, while Bale and Borena are the zones with the sparsely populated districts in the state. Deder of East Harerge, Shashemene of East Shewa and Haromaya of East Harerge are

the three densely populated districts in the state while Arero of Borena, Guradamole of Bale and Teltele of Borena zones are the sparsely populated districts of the region. The densities indicate that there is uneven population distribution in the state. In general, there is a high population concentration in few areas of the regional state of Oromia. This has its own implication for the development of local areas in particular and for the regional development in general because the spatial distributions of the people describe the degree and quality of access of the people to land and other resources.

### **3.2. Profile of the Study Local Governments**

This section gives an overview of profiles of the two study areas. It highlights bio-physical setting, socio-economic features and development opportunities of the local governments. This information helps planners and policy makers understand the challenges and development potential of the areas. The information also helps to plan for building local capacity that can bring about local development.

#### **3.2.1 Profile of Adami Tulu Jido Woreda**

##### ***3.2.1.1 Bio-Physical Setting***

Adami Tulu Jido is one of the woredas in Oromia region found in East Shewa Zone. The woreda shares boundaries with southern Nation and Nationalities People Regional State (SNNPRS) in west and North West, Dugda Bora woreda in the north, Arsi Zone in the east and Arsi Negele woreda of South Arsi Zone in the south (see Fig. 3.1). According to the physical and socio-economic profile of Oromia Region (2002), the woreda has a total area of 1403.3 km<sup>2</sup> which divided into 38 administrative rural kebeles and five towns. Batu /Ziway/ town is the administrative center of the district. All of the district's land mass is between 1500 and 2300 meters except the area around mount Aluto. Bulbula, Jido, Hora Kelo and Gogesa are rivers in the district. Significant parts of the main rift valley lakes of Ziway, Abijata, and Langanu are found in the district.

As stated by East Shewa Zone Finance and Economic Development Department (2004), Adami Tulu Jido district is covered by black brown and sandy soils, which are classified into vertic

andosols. Other soils that are found in the district include luvic phalozems and lithosols. Andosol soils originate from volcanic lacustrine deposits with volcanic ashes, cinders and pumic. Fluvisols are derived from alluvium on the lakes shore. Geleyic mollic fluvisols are derived from lacustrine deposited along the shores of Lake Ziway. Open wood land consists of acacia species; *balanties aegyptica*, *croton macrostachyes* and other species generally characterize the vegetation cover of the area. Acacia species provide essential browse mainly to goats and other animals. The density of acacia has been remarkably reduced.

The Oromia Region Economic Study Project Office (2003) states that all parts of Adami Tulu Jido come within the sub tropical climatic zone, having semi-arid and arid agro-climate zones. It receives an average annual precipitation of 759.7mm. The rainfall is getting meager from time to time and as a result almost all parts of the district are exposed to recurrent drought. Although the ploughing season is from March to July, it is not sufficient to grow *belg* crops. Therefore, farmers depend only on growing *meher* crops, once in a year. The mean annual temperature is 19.98°C at Ziway Station. May is the hottest month with mean maximum temperature of 28°C. The coolest month is December with mean minimum temperature 10°C.

### ***3.2.1.2 Socio-Economic Features***

#### **3.2.1.2.1 Demography**

The total population of the woreda for the year 2006 is estimated to be 167,066 of which 85.5% is rural (CSA 2006). According to the East Shewa Zone Finance and Economic Development Department (2004) and (Bahiru, 2005), the economically active (15-64 years) are 50% of the total population. Children below 15 years are 48%, while elders (65 years and above) are only 2%. The male and female number is more or less equal. The population is characterized by high growth, increasing at a rate of 2.9% annually. The average household size was 4.6 with 4.9 and 4.2 for rural and urban areas respectively. The population density was 99 persons per square kilometer. There are 17 primary schools, 21 junior secondary schools and one senior secondary school in the woreda. According to the information obtained from the education office of the woreda, the GER of primary school in 2004/2005 was 100 percent while the NER was 83.5 percent. The energy sources in the district are firewood, charcoal, animal dung, crop residue, kerosene, hydroelectric power and wind energy.

### 3.2.1.2.2 Agriculture and Land Use

Maize and haricot beans are the major crops grown as small holding subsistence farming system in the district. Maize is used mainly for food and haricot bean is a cash crop. Some farmers also grow sorghum, teff, wheat and barley. The land holding per household in the district ranges from 0.75 to 5 hectares. More than 50% of the landholders are cultivating 2 or more hectares of land. However, this amount of land per household could not allow adequate food production as the area is characterized by low and poor distribution of rainfall. Food production in the district is also determined by access to oxen. Livestock is the major component of the farming in the district. According to the information obtained from officials of the woreda, the current number of the livestock in the woreda is estimated to be 141586 cattle, 39465 goats, 6424 sheep, 10631 donkeys, 669 horses, 273 mules and 71463 poultry

Although the current land use patterns of the district are not well known, a socio-economic study by the Oromia Region (2005) estimates land use types of Adami Tulu Jido district as indicated in Table 3.1.

**Table 3.1: Land use patterns of Adami Tulu Jido woreda**

Land use	Percentage covered
Cultivated land	45
Grazing and wood land	30
Marginal land	7
Others	18

### 3.2.1.2.3 Rural Water Supply

The Adami Tulu Jido Agriculture and Rural Development Office indicates in the woreda there are 37 deep wells, 936 hand dug wells, 75 large ponds and 21 shallow wells which are used for human and livestock consumptions. The rural communities and the livestock are facing water shortages at the time of dry season when ponds are dry. They are forced to travel long distance to the surface water sources of lakes and rivers to search water. The ground water in the district is highly fluoride and too deep to extract, requiring high capital investment and skilled human power to be used.

#### **3.2.1.2.4. Bases of Livelihood**

The locality is suitable for crop production, livestock rearing and fishery development. Prior to the 1970s, the community in the study area was of pastoralists. Agriculture was only introduced to the area about three decades ago. Hence, most people have poor knowledge of good agricultural practices. Moreover, growing of crops in this area usually has climatic risks. Therefore, even today, people give priority to livestock than farming. About 20% of the households have no oxen and about 60% have one ox. Most of the time farmers without oxen fail to cultivate their plots and sow on the appropriate cropping period. In general, shortages of rainfall, lack of oxen, low knowledge of agricultural practices and low agricultural inputs have resulted in low agricultural productivity in the area (A socio-economic study by the Oromia Region 2005).

Each group of people, men and women, has a small separate social organization called an *idir*. Each member of the *idir* contributes a certain amount of money to be used when different risks and ceremonies such as wedding and death encounter one of the members. However, the support of *idir* is too small to secure the livelihood of the members. As a result, people sell their animals when they encounter shocks or have different ceremonies.

In general, soil erosion, deforestation, rainfall variability and drought, over grazing, high prices of agricultural inputs, lack of personnel and equipment for schools and health institutions are some of the major problems the district is confronting. On the other hand, the woreda has high potential for irrigated agriculture and fishing. It is also rich in mineral resources and has the potential for tourism sector development (Bahiru, 2005).

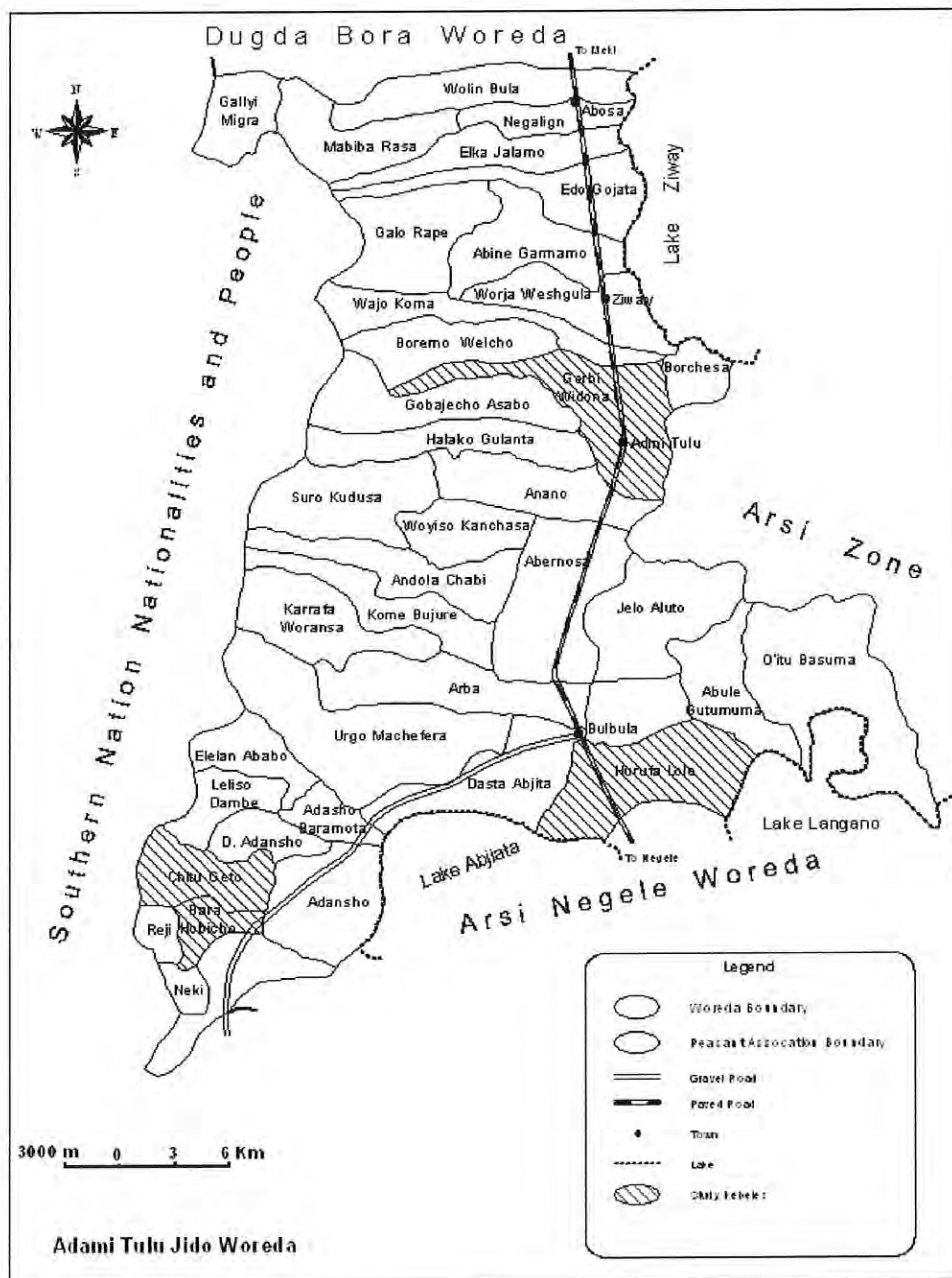


Figure 3.1: Map of Adami Tulu Jido woreda

## **3.2.2. Profile of Ziway Town**

### **3.2.2.1. Physical Environment of Ziway and Its Surroundings**

Ziway is located along Addis Ababa-Moyale road, some 160 km South of Addis with an absolute location of 07°56' lat. N and 38°00' long. E. The town and its surroundings are located in the lakes region of the rift valley. The whole area of Ziway has an almost uniform topography (flat terrain) with an average slope of not greater than 2% (NUPI, 1990). Even though such nearly flat topography ensures future horizontal expansion of the town to any direction except towards the lake where there is permanent swamp /marsh and hence flood occurrence is expected, presently, according to the officials of the town, there is serious shortage of land. This is due to the expansion of floriculture and horticulture industries around the town; In addition, some federal organizations like Ziway prisons' administration also have many hectares of land near the town. The increasing population of the town, added to the above mentioned problems, exacerbates the problem of shortage of land.

Ziway town is situated within a big caldera Gademota that can be clearly seen south west of the town. The area around the town is predominantly covered with lacustrine sediments of late quaternary period. The underlying materials are mostly ignimbrites. The upper most layers of the lacustrine sediments which constitute the soil horizon are composed of silt clay, tuffs and pyroclastic materials. The dominant type of soil around the town is brown and white in colour and sandy in texture. The top soil with an average depth of 40-80 cm is sandy silt and sandy pumice. Around the town the salinity is not very high making the land suitable for agriculture and grazing.

With regard to surface water resource, the nearest important water body of the town is lake Ziway. According to NUPI (1990) the total surface area of the lake is 434 sq. km. with a maximum depth of 7 m. The surface elevation is 1637m.a.s.l. which is almost equal to the altitude of the town (1640m). Ground water level ranges from 1600m to 1700m.a.s.l. and its maximum depth from the surface goes down up to 40m. Both the ground and surface water of Ziway area is regarded as moderate quantity of fair to good quality. The ground water is known to have fluoride concentration higher than WHO's recommendation.

The town experiences high temperature during most months of the year. The mean maximum monthly temperature from 1976 to 1985 varied between 23.7<sup>0</sup>C (August) and 26.6<sup>0</sup>C (May). The mean minimum monthly temperature of the town ranges from 12.1<sup>0</sup>C (December) to 15.8<sup>0</sup>C (May). Greater proportion of annual rainfall (49%) is concentrated in July to September, the peak month being July. The dry season extends from November to February while the wet season covers a period from July to September. The available natural resources around Ziway include water for irrigation, building materials like stone, sand (for block production) and clay soil (for brick production) and soda ash.

### **3.2.2.2. Historical Development of the Town**

The origin of Ziway town is a result of local inter-ethnic conflicts between Arsi Oromos and Silte, Arsi Oromos and Sodo and Arsi Oromos and Maraquo, and political attempts to bring about peace in the area (NUPI, 1990). According to NUPI, the design of the plan of the town was started in 1953 E.C. when the then officials sent engineers to the area from the municipal branch of the then ministry of interior. The actual work began in 1954 E.C. At the beginning, 27 *gashas* of land were reserved for the town: 20 from the landlords and 7 from the land owned by the government. In 1955, after the completion of the plan, *awraja* (sub-province) administrative office and court were established in Ziway and in the same year the provincial capital was transferred to Ziway from Chilalo. All the offices were transferred to the town by the end of 1957 E.C.

The first residents of the town were Arsi Oromos and government officials. At its inception, the population was not more than 700 units, and there were no iron-corrugated houses in the town. Social services, electric power and water supply arrived in Ziway in 1962 E.C (NUPI, 1990).

### **3.2.2.3. Urban Dynamics and Development Opportunities**

From the period of its foundation, Ziway shows encouraging growth rates (in terms of space, population as well as economic activity) being a center for political, economic and commercial activities. Its area increased from one to two Kebeles. The number of houses was increased from 1292 in 1976 E.C. to 1446 in 1979 E.C. while the population from 6512 to 10589 in 1980 E.C. The physical and demographic growth of the town depend up on a number of factors such as

good topography, though the flatness of the area brings about a high flood hazard mostly during the rainy season (Berhanu, 1987; NUPI, 1990).

Its administrative function within a densely populated area also plays an important role along with the fact that it is often selected as a place for resorting, special meetings and sport festivals. Different business activities are also being run in the town since the establishment of various projects such as farming, fishing, tourism, energy and minerals around Ziway Lake. The town continued to strengthen its economic base favoured by high road accessibility. Communication and transport facilities have greatly encouraged its development as a transit town. Freight, passenger and tourist traffic along the roads Addis-Moyale, Ziway-Butajira and Ziway-Asela are increasing very fast (Berhanu, 1987).

To sum up, both local governments have good development opportunities. The available resources of the areas can be properly utilized and substantial resources can be mobilized if the local capacity is appropriately developed. When the capacity of the local governance is built to the desired level, the local communities can be empowered and participate in the development process of their localities. Besides, the local governments can work in partnership with different local institutions such as NGOs and civil society organizations and provide a reasonable level of services to achieve the local social and economic development, public service delivery and good governance goals. So, this necessitates the building of local capacity for local governance to operate effectively. Developing and building local capacities for local governance will create opportunities to address local problems effectively.

## Chapter four: Results and Discussion

This part of the study deals with presentation, analysis and interpretation of data from the study areas, Adami Tulu Jido woreda and Ziway town. The data were gathered using different data collection instruments such as questionnaires, in-depth interviews with key informants, focus group discussions and observations. In addition, official statistical documents, regional constitution and proclamations were also used in the analysis.

### 4.1. Characteristics of Respondents

Two groups of respondents i.e. permanent civil servants and cabinet members of both local governments (the woreda and the town) were involved in this study. Among the total population (369) of the Adami Tulu Jido woreda civil servants, 126 (34%) of them were selected while 9 of the 18(50%) of the cabinet members were taken as sample respondents. Based on this, both close-ended and open ended questionnaires were prepared and distributed to them. Accordingly, 110 (87%) of the civil servants and all the cabinet members filled and returned them giving a total sample size of 119.

As for Ziway town, of the 198 permanent employees of the town, 60 (30%) of them and 7(58%) of the cabinet members were taken as samples of respondents. Both types of questionnaires (close-ended and open-ended) were prepared and distributed to them. Fifty-three (88%) of the permanent employees, and all the cabinet members filled and returned the questionnaires, thus giving a total sample size of 60.

Table 4.1 shows that of the 119 respondents from Adami Tulu Jido woreda who participated in the study, 110 were civil service employees. Of these, 87 (79%) were male and 23 (21%) were female. The remaining 9 respondents were cabinet members and were all male. We can, therefore, see that women's participation in government bureaucracy (civil service) and in decision making in the woreda is very low. As depicted in Table 4.1 Ziway has a total of 53 respondents; 37 (69.8%) of them are males and only 16 (30.2%) females. All the cabinet members are also males in the town. Here, also there is a gender gap in the participation in the civil service as well as in decision-making power between men and women in the town.

**Table 4.1: Characteristic of respondents**

No	Characteristics	Adami Tulu Jido Woreda				Ziway Town				
		Civil Servants		Cabinet members		Civil Servants		Cabinet members		
		N	o	%	N	o	%	N	o	%
1	Sex									
1.1	Male	87	79	9	100	37	69.8	7	100	
1.2	Female	23	21	-	-	16	30.2	-	-	
	Total	110	100	9	100	53	100	7	100	
2	Age									
2.1	15-20	17	15.5	-	-	3	5.7	-	-	
2.2	21-30	50	45.5	3	33.3	17	32.1	1	14.3	
2.3	31-40	25	22.7	4	44.5	23	43.4	4	57.1	
2.4	41-50	13	11.8	2	22.2	7	13.2	2	28.6	
2.5	51 and above	5	4.5	-	-	3	5.7	-	-	
	Total	110	100	9	100	53	100	7	100	
3.	Level of Education									
3.1	BA/BSC and above	-	-	3	33.3	4	7.5	-	-	
3.2	Diploma	20	18.2	6	66.7	12	22.6	5	71.4	
3.3	Sec.edu. comp. & cer.	47	42.7	-	-	23	43.5	2	28.6	
3.4	Sec.edu.comp.	29	26.4	-	-	12	22.6	-	-	
3.5	Below sec.edu	14	12.7	-	-	2	3.8	-	-	
	Total	110	100	9	100	53	100	7	100	
4	Work experience									
4.1	5 and below	12	10.9	4	44.5	8	15.1	2	28.6	
4.2	6-10	31	28.2	2	22.2	20	37.7	3	42.8	
4.3	11-15	38	34.5	2	22.2	19	35.9	2	28.6	
4.4	16-20	22	20	1	11.1	6	11.3	-	-	
4.5	21 and above	7	6.4	-	-	-	-	-	-	
	Total	110	100	9	100	53	100	7	100	

Source: Questionnaire

Concerning the work experiences of the civil servants of the woreda, 69 (62.7%) of the civil servants have 6-15 years of service of work experience, 22 (20%) have 16-20, and 7 (6.4%) have 21 and above. The rest 12 (10.9%) have about 5 years and below work experience. With regards to cabinet members, 4 (44.4%) have 6-15 years of experience in the group; 1 with 16-20 years of experience while the remaining 4 (44.4%) have 5 or less years of experience. As for the town, the majority-39 (73.5%) of the civil servants have work experience of 6-15 years; 6 (11.3%) have 16-20 years and the remaining 8 (15.1%) with five and less years of experience. Of the 7 cabinet

members, 5 (71.5%) have 6-15 years of experience while 2 (28.6%) have 5 or less years of experience. This indicates that the cabinet members of the town are more experienced than those of the woreda while experience of the civil servants is almost similar. The table also shows that the majority of the woreda civil servants are relatively young with 50 (45.5%) in the 21-30 age group compared with 3 (33.3%) of the cabinet members in the same age category. Forty-three (81.2%) of the civil servants and 5 (71.4%) of Ziway town are below the age of 40 years. Thus, the executives and civil servants of both local governments can serve in public institutions for longer years.

All the employees and majority of the cabinet members (66.7%) of the woreda are below the level of first degree in their educational qualification. This may also show the lack of capacity among the civil servants and the executive (cabinet) members of the woreda to shoulder the responsibilities vested on them. It is very difficult to expect these officials and employees to effectively and efficiently implement and manage development projects in their locality.

Regarding education, all the cabinet members and majority of the employees in the town are below the level of first degree (Table 4.1). This also shows weak capacity of the civil servants and the officials to implement their duties and responsibilities.

It is, therefore, possible to conclude that males dominate in government offices in both local governments. In addition, the educational level (qualification) of both civil servants and cabinet members in both the woreda and town are below the level of first degree. This may indicate the lack of capacity among cabinet members and other employees in both local governments. The proportion of women in the civil service is slightly higher in the town than in the woreda. Therefore, both local governments should give emphasis for capacitating the employees and officials through different techniques such as on the job training.

## **4.2 Human Resources Capacity**

Analysis of human resources capacity in both the woreda and the town is done through investigation of the available human capital, their educational qualification and work experiences, the kind and relevance of on-the- job trainings given to officials and permanent employees.

Statistical reports obtained and information gathered through questionnaires and interviews from both the woreda and the town revealed a critical shortage of human resources both in quantity and quality. As can be observed from Table 4.2, out of the total 369 positions, only 200 (68.6%) of them are actually filled or occupied with human power in Adami Tulu Jido woreda while the rest 169 (31.4%) are vacant. In addition, out of the total of 198 positions found in Ziway town offices, only 106 (53.5%) of them are occupied while the rest 46.5 percent of the posts are vacant. It is possible to observe that the capacity problem in terms of the availability of human resources is more critical in the town administration than in the rural woreda administration.

As mentioned by many scholars, (Lopes and Theisohn, 2005; Lubanga, 1998; Tegegne and Kassahun, 2007), capable and committed leadership, skilled and motivated human resource, and sufficient budget are critical for the implementation of decentralization policies. Different development strategies and policies such as rural and urban development strategies, education and health policies, poverty reduction strategies and decentralization policies require skilled and motivated employees and competent managers. Yigremew et al. (2005) also stressed the need for political, managerial and technical skills that enable employees, professional experts and politicians to coordinate, control and evaluate development policies and strategies at regional and local levels.

**Table 4.2: Available human resources by sex and vacant posts in the local governments**

No	Name of the office	Adami Tulu Jido woreda						Ziway Town					
		Total number of posts	Available HR			Vacant posts		Total number of posts	Available HR			Vacant posts	
			M	F	Total	No	%		M	F	Total	No	%
1	Finance and Economic development office	34	16	18	34	-	-	45	13	11	24	21	46.7
2	Revenue office	9	6	3	9	-	-	15	5	3	8	7	46.7
3	Cooperatives development office	39	12	6	18	21	45						
4	Youth and sports affairs office	11	3	-	3	8	72.7	4	1	-	1	3	75
5	Tourism and culture office	11	1	-	1	10	90.9						
6	Capacity building office	9	2	1	3	6	66.7	3	-	-	0	3	100
7	Pool-I office	41	16	8	24	17	41.5	20	7	4	11	9	45
8	Education office	27	13	2	15	12	44.4	8	3	-	3	5	62.5
9	Public organization and social affairs office	8	5	3	8	-	-	4	2	-	2	2	50
10	Woreda administration/ Municipality	18	6	1	7	11	61.1	72	36	9	45	27	37.5
11	Pool-II office	41	27	13	40	1	2.4						
12	Agriculture and rural development office	194	135	26	161	33	17						
13	Water resource office	14	6	-	6	8	57.1						
14	Disaster prevention and food security	8	2	2	4	4	50						
15	Rural Road/ Trade, Industry and Transport	5	3	-	3	2	40	11	5	1	6	5	45.5
16	Office of the speaker	11	3	1	4	7	63.6						
17	Women's affairs office	4	2	-	2	2	50	4	-	2	2	2	50
18	Administration and security office	6	1	4	5	1	16.7						
19	Militia and neighborhood reigns office	8	5	0	5	3	37.5						
20	HIV/AIDS prevention and control	4	1	0	1	3	75						
21	Health office	17	6	2	8	9	52.9	8	2	1	3	5	62.5
22	Justice office	14	5	2	7	7	50						
23	Information and public relations office	5	1	-	1	4	80	4	1	-	1	3	75
Total		538	277	92	369	169	31.4	198	75	31	106	92	46.5

Source: Offices of the local governments

As indicated in Table 4.2, both Adami Tulu Jido woreda and Ziway town have critical shortage of human resources, which may adversely affect the implementation of different development policies in the localities. Scarcity of human resources is severe in some offices while some sectors are completely vacant. For example, all positions of the capacity building office of the Ziway town are vacant and only 33.3% of the posts of capacity building office of the Adami Tulu Jido woreda are filled. As a result it is difficult to implement and coordinate the capacity building activities of the local governments. The problem is more acute in the town than in the woreda. Because of this understaffed situation, the workload over the rest of the employees is high and it is very difficult to measure the performance of every employee properly.

Therefore, we can understand the difficulty for the decentralization programs and policies to be properly implemented in the woreda and town. Unless the local governments take measures to capacitate their human resources, the situation will never improve hence impinging on the development of the areas.

**Table 4.3: Available human resources by educational level**

No	Name of the office	Adami Tulu Jido woreda					Ziway Town				
		BA/BSc	Diploma	Sec.ed. Comp and Cert.	Sec.ed. Comp	Below Sec.ed.	BA/BSc	Diploma	Sec.ed. Comp and Cert.	Sec.ed. Comp	Below Sec.ed.C
1	Finance and Economic development office	1	10	10	5	8	2	8	2	9	3
2	Revenue office	-	-	2	5	2	1	-	3	3	1
3	Cooperatives development office	-	2	7	6	3					
4	Youth and sports affairs office	1	-	-	1	1	-	-	1	-	-
5	Tourism and culture office	-	-	-	-	1					
6	Capacity building office	-	2	-	1	-	-	-	-	-	-
7	Pool-I office	-	2	-	12	10	-	-	4	3	4
8	Education office	-	9	3	3	-	-	3	-	-	-
9	Public organization and social affairs office	1	2	3	2	-	-	1	1	-	-
10	Woreda administration/ Municipality	1	1	1	-	4	1	7	3	14	20
11	Pool-II office	-	2	4	7	27					
12	Agriculture and rural development office	9	13	95	20	24					
13	Water resource office	-	2	3	1	-					
14	Disaster prevention and food security	-	1	-	2	1					
15	Rural Road/ Trade, Industry and Transport	-	-	3	-	-	-	1	1	3	1
16	Office of the speaker	-	-	1	1	2					
17	Women's affairs office	-	-	-	2	-	-	1	-	-	-
18	Administration and security office	-	-	1	2	2					
19	Militia and neighborhood reigns office	-	-	1	2	2					
20	HIV/AIDS prevention and control	-	-	-	1	-					
21	Health office	-	1	4	3	-	-	1	1	1	-
22	Justice office	-	1	2	2	2					
23	Information and public relations office	-	1	-	-	-	-	-	1	-	
Total		13	49	140	78	89	4	23	17	33	29
Percentage		3.5	13.3	37.9	21.1	24.1	3.8	21.7	16	31.1	27.4

Source: Offices of the local governments

According to the information on Table 4.3 above, of all the employees and cabinet members of the local governments, only 13 (3.5%) and 4 (3.8%) of them have first degree education level for the woreda and the town respectively. About 49 (13.3%) of the woreda personnel and 23 (21.7%) of the town are also diploma holders. The rest of the employees are secondary education complete, secondary education complete and one-year training certificate and below secondary education. All the cabinet members of the town are diploma and certificate holders. This shows that it is very difficult for both local governments to plan, implement and manage appropriate social and economic development projects in their respective areas. The problem also seems more critical in the rural woreda than in the town.

In addition, focus group discussions and interviews made reveal that there is also misplacement of officials. It was learnt during the discussion that majority of the present officials in both local governments were teachers and agricultural office workers whose educational background (previous training) do not have relevance with their current positions. The problem is also serious in the town as these executive members may not be able to shoulder the challenges of managing decentralized urban development programs and the complex situations that are associated with urban growth.

As shown in Table 4.3, and discussions made by interviewees and focus group discussants, both Adami Tulu Jido woreda and Ziway town are inadequately staffed both in quantity and quality of human resources. This may greatly hinder the capability in carrying out their delegated duties and responsibilities effectively and efficiently.

As a result of decentralization policy in the country there are shifts of duties and responsibilities from regional governments to woredas and municipalities. This makes the role of executives and employees more complex and demanding at the local level than it was before the decentralization. In addition to the availability of financial and material resources, the presence of qualified human resources (technical, professional and managerial personnel) has direct impact on the local governance. This also implies the need for short-term and long-term capacity building programs for local governments so that they can shoulder the challenges of decentralization and the duties and responsibilities delegated to them.

### **4.3. Functional Assignment and Accountabilities of Woreda**

#### **Public Bodies**

The devolution of power to the lower administrative tiers is a new paradigm in administrative and governance history of Ethiopia. The Ethiopian government took an initiative to devolve powers and responsibilities to the woredas in 2001 (Tegegne, 2007). In Oromia regional state powers and responsibilities have also been devolved to the woredas at the beginning of the fiscal year of 2001.

According to proclamation No 46/2001 of regional constitution, woreda is the lower tier of administration which has been mandated the following major constitutional powers and duties:

- Approval of the woreda social services, economic development, administrative plans and programs reflecting the needs of the people
- Levying and collection of land use taxes, agricultural income revenues and other local taxes.
- Utilizing woreda's sources of revenues excluding other revenues allocated and administered by the regional state
- Preparation and approval of district budget
- Construction and maintenance of lower grade rural roads
- Administering primary schools and junior health institutions
- Directing basic agricultural development activities, administering and protecting the natural resources of the woreda.

In general, public bodies have been established in the region according to their diversity. Therefore, they would participate in local development programs, planning, decision-making and problem solving, implementation, monitoring and evaluation activities. Decentralization gives them an opportunity to actively participate in the management of primary education, primary health care, rural water supply, rural roads construction, agricultural extension, small scale irrigation, market infrastructure, cottage industries and implementation of other local development projects.

When we see the above delegated powers and responsibilities of the woredas, they are diverse and need high capacity of officials and employees to implement them. As it is observed in this study (Tables 4.2 and 4.3), however, the capacity of administrators and civil servants of the study area is not as needed by the delegated powers and responsibilities. Since majority of the employees and officials in the study local governments have diploma and below, it is very difficult to expect them to shoulder the aforementioned duties and responsibilities. In addition, results of interviews and focus group discussions also reveal that the high turnover of the officials and shortage of personnel in the areas exacerbate the problems. So it seems very difficult to deliver efficient public services and promote local economic development and good governance in the woreda and the town under study.

Since the cabinet members play key roles in local economic development, promoting good local governance and service delivery, much more is needed to be done in the localities in capacitating the executive organs.

#### **4.4. Human Resource Development**

Human resource development contributes towards better productivity and economic growth, accelerate technological changes, promote socio-cultural changes, contribute towards democracy and equality and improve the relationship between human beings and the environment (Habtamu, 2001). Human resource development fills performance gaps through training (Lubanga, 1998). Training also improves employees' job knowledge and skills.

Capacity building is an integral part of decentralization. They cannot be isolated from each other. Therefore, enhancing the capacity of human resources at local levels through appropriate human resource development (training) programs improves their skills and knowledge base. Capacity building through training can enhance the performing capacity of local governments. In this study, both the civil servants and the cabinet members were asked whether they attended any training program since 2005.

Table 4.4: Summary of responses of employees and officials about their participation in training

Adami Tulu Jido Woreda								Ziway Town							
Civil servants				Cabinet members				Civil servants				Cabinet members			
Yes		No		Yes		No		Yes		No		Yes		No	
No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%
63	57.3	47	42.7	9	100	-	-	39	73.6	14	26.4	7	100	-	-

Source: Questionnaire

Table 4.4 shows that all the respondent cabinet members participated in the on-the-job training. Among the civil servants, 63 (57.3%) of the woreda administration and 39 (73.6%) of the town administration had participated in short-term training programs. We can see from these data that in both local governments, officials were given more attention in the on-the-job training. It was also found from the same data that employees of Ziway town participate in short term training better than employees of Adami Tulu Jido woreda.

Interviews and focus group discussions made also reveal that appointees and officials continuously participate in the training. “Training is given for top officials but work is done by employees” (response of an interviewee). They also raised problems related with training such as shortage of budget to provide training for most employees, favoritism and nepotism in sending some employees for training i.e. sending based on the relationship without considering the relevance of training for the current job of the employee. It was said in the discussion that “Some positions are vacant, but when training opportunity to that post is given for the office someone without having relevance with the issue is sent for training for the sake of per diem” (an idea raised in the focus group discussion).

Respondents were also asked to rank different groups of employees and officials in their offices in order of their participation in capacity building training programs. Accordingly, majority of the civil servants (95%) of the woreda and (97%) of the town ranked top officials first, experts second and administrative employees third. Majority of the officials of both local governments also ranked participants in similar ways as the civil servants. So it is possible to conclude that officials in both local governments participate in most of the training programs.

The efforts made for capacitating of officials through short-term training is good and encouraging. However, employees should also be given due attention because in this era of technological expansion, it is difficult for many organizations and offices to be successful without acquainting them with new concepts, technological findings, new methods of doing work through capacity building efforts. So there is a need to upgrade their skills and knowledge for successful accomplishment of their jobs.

The employees and the cabinet members of both local governments were asked the duration and topics of training they participated in. Accordingly, the longest duration of the training program was 30 days for the civil servants of both local governments. However, the majority 90 (81.8%) of the civil servants of the rural woreda responded that it was from 7 to 10 days while 29 (54.7%) of the town employees reported that they attended for 15 days. Some of the employees 20 (18.2%) of the woreda and 5 (9.4%) of the town also failed to remember and explain the duration of the training activities provided to them. The longest duration of the training program was three (3) months for the cabinet members of both local governments. The duration of training programs the cabinet members attended was 21 days as reported by 5 (55.6%) of the woreda and 4 (57.1%) of the town cabinet members respectively. This also implies that officials attend training programs for longer days than employees.

An effort was also made to investigate the topics of training provided to the civil servants and officials of both local governments. Table 4.5 shows the training topics mentioned by the respondents.

**Table 4.5: List of training topics given to civil servants and officials**

No	Adami Tulu Jido Woreda	Ziway Town
	Topics of training	Topics of training
1	Strategic planning	Strategic planning
2	Good Governance	Good governance
3	Civil service reform program	Leadership
4	Performance Management	Peace and development
5	Gender and development	Capacity building manual
6	Women in Management	Financial Records keeping
7	Rural development strategy	Tax assessment and administration
8	Change management	Democracy in Ethiopia
9	Cooperatives organization	Rural and urban development
10	Financial Management	Civil service reform program
11	Leadership	Records management
12	Community participation	Computer Skills
13	Human resource Management	
14	General management	
15	ICT	
16	Project planning and Evaluation	

Source: Questionnaire

Respondents were also asked to evaluate the relevance of the training activities to their job.

**Table 4.6: Extent of relevancy of topics of training**

Relevancy of Trainings	Adami Tulu Jido Woreda				Ziway Town			
	Civil servants		Cabinet members		Civil servants		Cabinet members	
	No	%	No	%	No	%	No	%
Highly relevant	43	39.1	9	100	29	54.7	7	100
Relevant	14	12.7	-	-	8	15.1	-	-
Somewhat relevant	6	5.5	-	-	2	3.8	-	-
Not relevant	-	-	-	-	-	-	-	-
I don't know	47	42.7	-	-	14	26.4	-	-
Total	110	100	9	100	53	100	7	100

Source: Questionnaire

As can be observed from the list of topics in Table 4.5, training topics given for both the woreda and the town employees and officials are more or less similar. It was also learnt from the interviews and focus group discussions that civil service reform program, good governance, strategic planning and performance management were frequently given in both local governments. This may be due to the governments' interest to implement different reform programs in the civil service institutions. Table 4.6 also shows that the training courses were perceived by majority of the respondents of both study areas as very relevant to their jobs. These training programs could help to enhance the capacity of the local governments so that they can properly implement the decentralization policies and improve local governance. This necessitates expanding different training programs to all levels of employees and experts.

Officials and employees were also asked to explain how frequent the training activities take place in their offices.

**Table: 4.7 Frequency of training activities**

Frequency of training	Adami Tulu Jido Woreda				Ziway Town			
	Civil servants		Cabinet members		Civil servants		Cabinet members	
	No	%	No	%	No	%	No	%
Continuous	12	10.9	-	-	2	3.8	-	-
Many times	12	10.9	-	-	-	-	-	-
Sometimes	34	30.9	6	66.7	25	47.2	5	71.4
Rarely	16	14.5	3	33.3	4	7.5	2	28.6
Very rarely	36	32.7	-	-	20	37.7	-	-
No response	-	-	-	-	2	3.8	-	-
Total	110	100	9	100	53	100	7	100

Source: Questionnaire

As Table 4.7 shows, the majority of both the employees and officials of both the local governments believe that the training programs are not continuous. This indicates that training programs are not frequently conducted in the offices of the study areas. Particularly, lower level employees do not get adequate training. The next question raised for the cabinet members was

“Are training needs of employees, experts and officials identified before any training was undertaken and if yes, are training programs conducted based on the identified needs”? The responses are summarized in the following table.

**Table: 4. 8 Summary of responses about training need assessment**

No	Questions asked	Woreda cabinets				Total		Town cabinets				Total	
		Yes		No		dk		Yes		No		dk	
		No	%	No	%	No	%	No	%	No	%	No	%
1	Were training needs identified before training	1	11.1	5	55.6	3	33.3	2	28.6	4	57.1	1	14.3
2	If yes, are training programs conducted based on the needs?	1	11.1	5	55.6	3	33.3	2	28.6	4	57.1	1	14.3

**Key:** dk= don't know

Source: Questionnaire

As Table 4.8 reveals, a total of 5 (55.6%) cabinet members of the woreda administration and 4 (57.1%) of the town administration confirmed that training need assessment was not conducted before any training was undertaken and the training activities were not based on the needs of the employees. Only 11.1% of the woreda administrators and 28.6% of the town administrators said the programs were need based. This shows that the training packages are not demand-driven rather they are supply-driven. Tegegne and Kassahun (2007) also discuss that supply-driven scheme which provides local governments with menu of important capacity building efforts also need to be introduced. UNCDF (2003) cited in Tegegne and Kassahun (2007) also note that local governments may not know the type of capacity needed for performing their activities. However, it is possible to guess that if their needs are assessed, further problems can be identified and the capacity building activities can be expanded.

In addition, in discussions made with focus group and interviewees it was found out that most sectors at local level do not have plans for training. Even if there is plan there is no budget for

training rather they expect training and workshops to be given for them from regional level. This contradicts with the principle of decentralization which assumes the plans to be prepared at the local level. Proper human resource development plans are helpful to minimize scarcity of human resources in some areas and their surplus in the others. Therefore, there is a need for continuous human resource need assessments and to change the supply-driven mode of training to demand-based one. Current and future skills gaps should be determined. As it was stated in this study elsewhere, training may not be panacea for all problems of performance. Shortage of facilities, poor management, absence of conducive working environment, absence of good reward system and others also contribute for weak performance of employees. Therefore, it is through needs assessment that solutions of weak performance be identified.

#### **4.5. Management Capacity**

Training employees alone is not enough to bring about a required change in work situations. Knowledge and skills gained by employees may not necessarily lead to improvement and growth. There are situations which are beyond the capacity of employees. The work environment should be conducive and the managerial capacity should be developed properly for the trained employees to act properly.

It is true that the managerial competence of organizations is one indicator of organizational capacity. So in order to get information about their managers' competence, the employees of the two local governments were asked to rate their managers' competence. As is illustrated in the survey data in Table 4.9, 69 (62.7%) of the woreda civil servants and 26 (49%) of the employees of the town responded low and very low for the question, "Building a shared vision for all employees". Only 17 (15.4%) and 4 (7.6%) of the woreda and town sample respondents respectively said very high and high. The rest of the respondents i.e. 24 (21.8%) of the woreda sample respondents and 23 (43.4%) of the town sample respondents rated as medium.

Table 4.9: Responses of the civil servants about their managers' competence

No	Issues	Woreda employees										Town employees									
		VH		H		M		L		VL		VH		H		M		L		VL	
		No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%
1	Building a shared vision for all employees	2	1.8	15	13.6	24	21.8	42	38.2	27	24.5	2	3.8	2	3.8	23	43.4	12	22.6	14	26.4
2	Evidence and data based decision-making	-	-	7	6.4	23	20.9	44	40	26	23.6	-	-	10	18.9	19	35.8	12	22.6	12	22.6
3	Their efforts to set standards goals and objectives of performance	3	2.7	7	6.4	11	10	42	38.2	42	38.2	4	7.5	12	22.6	10	18.9	17	32.1	8	15.1
4	Communication skills	1	0.9	7	6.4	22	20	45	40.9	35	31.8	-	-	2	3.8	18	34	25	47.2	8	15.1
5	Being reflective practitioner	4	3.6	4	3.6	14	12.7	44	40	44	40	-	-	2	3.8	14	26.4	19	35.8	18	34
6	Being collaborative	2	1.8	7	6.4	14	12.7	44	40	43	39.1	-	-	6	11.3	12	22.6	16	30.2	19	35.8
7	Delegation of authority and responsibility when appropriate	2	1.8	8	7.3	10	9.1	47	42.7	43	39.1	-	-	6	11.3	14	26.4	8	15.1	25	47.2
8	Participation in shared decision making	3	2.7	8	7.3	10	9.1	48	43.6	41	37.3	-	-	2	3.8	14	26.4	23	43.4	16	30.2
9	Their efforts to build the human capacity of the organization	2	1.8	3	2.7	12	10.9	46	41.8	47	42.7	-	-	2	3.8	8	15.1	16	30.2	27	51
10	Their creativity and innovativeness	1	0.9	4	3.6	9	8.2	45	40.9	51	46.4	-	-	2	3.8	4	7.5	20	37.7	27	51
11	Their ability to create professional climate	2	1.8	3	2.7	14	12.7	44	40	47	42.7	-	-	2	3.8	14	26.4	16	30.2	21	39.6
12	Their knowledge of the current trends in organizational governance	1	0.9	3	2.7	20	18.2	39	35.5	47	42.7	-	-	6	11.3	8	15.1	14	26.4	25	47.2

Key: VH= very high; H=high; M=medium; L=low; VL=very low

Source: Questionnaire

In the survey data above, it could be observed that 70 (63.6%) of the woreda and 24 (45.2%) of the town respondents replied low and very low for their managers' evidence based decision making. For their leaders' effort to set standards, goals and objectives of performance, 84 (76.4%) and 25 (47.2%) of the woreda and town respondents respectively replied low and very low, concerning their administrators' communication skills, 80 (72.7%) and 33 (62.3%) of the woreda and town respectively rated as low and very low. With regards to being reflective practitioner, 88 (80%) and 37 (69.8%) of the woreda and the town respondents respectively responded low and very low. Moreover, 87 (79.1%) of the woreda and 35 (66%) of the town sample respondents noted that the managers are not collaborative while 14 (12.7%) and 12 (22.6%) of them ranked them as medium and only few 9 (8.2%) of the woreda and 6 (11.3%) of the town responded as high and very high.

Another issue raised was managers' appropriate delegation of authority and responsibility. For this item 90 (81.8%) of the woreda and 33 (62.3%) of the town respondents rated as low and very low. Moreover, 89 (80.9%) of the woreda respondents and 39 (73.6%) of the town respondents rated low and very low participation of managers in shared decision-making. Concerning the officials' efforts to build the human capacity of the organization, 93 (84.5%) of the woreda and 43 (81.2%) of the town sample respondents indicated as low and very low.

The other discovery of the survey was that 96 (87.3%) and 47 (88.8%) of the woreda and the town respondents respectively rated their managers' creativity and innovativeness as low and very low. In addition, 91 (82.7%) of the woreda employees and 37 (69.8%) of the town employees evaluated their managers' ability to create professional climate as low and very low. In evaluating their managers' knowledge of the current trends in organizational governance, 86 (78.2%) of the woreda sample respondents rated as low and very low while 39 (73.6%) of the town sample respondents evaluated them as low and very low.

It could be observed from the above data that majority of the employees of both the woreda and the town were not satisfied with their managers' competence. The problems seem more serious in the woreda than in the town. As the interview and the focus group discussions results also reveal, appointment of officials based on political commitment and loyalty without considering their

educational qualification and experiences, inappropriate placement and utilization of trained experts and officials, and very high turnover of officials, nepotism and favoritism, were the major problems associated with administrators in the areas.

The problem of high turnover of officials is also confirmed by the primary information collected from sample cabinet members about their general (personal) information. According to this information, out of the 9 sample cabinet members of the woreda, four of them stayed only for 9 months, 2 of them only for 2 years, one of them only for one month, one of them only for one year and the other one for four years in their current position. Similarly, the majority of the sample cabinet members of the town stayed in their present position for a maximum of one year. As it was raised in group discussion, the causes of the turnover are continuous reorganization and restructuring of offices, demotion, transfer and promotion. Thus, much remains to be done to capacitate and motivate the administrators to curb the problems.

#### 4.6. Financial capacity

Availability of financial resources is also important factor for better performance of local governments in particular and for local development in general. Financial autonomy is important to ensure local development. Statistical data obtained from the offices of the local governments and data obtained through interviews show that the local governments have weak revenue base and heavily depend on the regional government for their budgets.

**Table 4.10: Two-year revenue raised and subsidy of the two local governments (1998-1999 E.C.) (in Eth. Birr).**

The local Government	Revenue raised (in mil.)		Subsidy (in mil.)	
	1998	1999	1998	1999
Adami Tulu Jido woreda	2.44	3.03	10.44	10.91
Ziway town (town administration)	1.61	2.7	1.87	2.1
Ziway town (municipality)	2.17	3.74	-	-

Source: Revenue and FEDOs of the local governments

Table 4.10 shows that subsidy constitutes the major share of the local governments' budgets. The table also shows that the budget transferred to local governments in the form of subsidy from the regional government is increasing. This shows that there is heavy financial dependence of the local governments on the regional government. According to the information of table 4.10, the woreda receives more subsidies from the regional government than the town. Even though the revenue raised by both local governments is increasing, the subsidy made for them is by far very large. Interviews made with the officials also reveal that the local authorities cannot generate sufficient revenue from local resources due to inadequate administrative and human resources capacity at the local level to collect and administer taxes in both local governments. It is also found that the major revenue sources are monopolized by the federal and regional governments. So the revenue base of the local governments is very weak. The lion's share of the budgets of the local governments is also allocated for recurrent budget such as salaries, administrative and operational costs rather than capital (developmental) projects. For example, out of the total 4,625,654.06 birr budget of the Ziway town administration in 1999 E.C., only 422,650.41 birr (9.1%) was allocated for capital projects (developmental activities). This adversely affects the local development of the areas.

According to the information obtained from the officials through the interviews, the council of the local governments is responsible for allocating the grants to different developmental and sectoral programs such as education, health and other rural and urban development activities mostly by depending on the directives given from the regional and zonal administrations. Therefore, one can infer that the financial capacity of the local governments is weak and local level administrations are given many responsibilities without corresponding financial capacity. This has an adverse impact on true empowerment, autonomy and independence of local governments and on proper implementation of decentralization.

#### **4.7. Availability of Core Resources in the organizations**

It is true that availability of different resources such as budget and support from regional government also determine the development of organizations and institutions. Regarding these resources respondents of both local governments were asked questions on the availability of resources and the responses are summarized in Table 4.11.

**Table 4.11: Availability of resources**

No	Item	AdamiTuludo Woreda										Ziway Town									
		5		4		3		2		1		5		4		3		2		1	
		No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%
1	Availability of proper HRD Program (Training and Development)	2	1.8	19	17.3	13	11.8	34	30.9	40	36.4	-	-	6	11.3	2	3.8	14	26.4	31	58.5
2	Availability of employee recognition programs (promotion, incentives, rewards)	-	-	4	3.6	8	7.3	49	44.5	46	41.8	-	-	-	-	3	5.7	20	37.7	30	56.6
3	Availability of adequate budget	6	5.5	16	14.5	25	22.7	28	25.5	35	31.8	-	-	-	-	2	3.8	18	34	33	62.3
4	Availability of attractive working situations	16	14.5	4	3.6	-	-	41	37.3	38	34.5	-	-	6	11.3	6	11.3	2	3.8	39	73.6
5	Availability of diversified sources of budget	7	6.4	9	8.2	17	15.5	37	33.6	40	36.4	-	-	4	7.5	-	-	-	-	45	84.9
6	Support from regional government	24	21.8	12	10.9	1	0.9	35	31.8	38	34.5	-	-	43	81.1	5	9.4	1	0.9	4	7.5
7	Availability of good working culture	6	5.5	22	20	-	-	28	25.5	40	36.4	-	-	-	-	-	-	4	7.5	45	84.9

**Key:** 5=very high; 4=high; 3=medium; 2=low; 1=very low

Source: Questionnaire

As indicated in Table 4.11, for the availability of proper HRD program, 74 (67.5%) of the employees of the woreda responded as low and very low. Only 21(19.1%) of them said high and very high while the rest 13 (11.8%) of them rated as medium. This shows absence of appropriate HRD program in many sectors of the woreda. For the availability of employee recognition programs, the majority of the respondents 95 (86.4%) replied very low and low. This also indicates that high performing employees are not recognized in the woreda. With regards to the availability of adequate budget 63 (57.3%) of the employees responded low and very low. Twenty-five (22.7%) of them rated it as medium and only 22 (20%) of them as very high and high.

Availability of attractive working situations is perceived as low and very low by 41 (37.3%) and 38 (34.5%) or 79 (71.8%) of the respondents of the woreda. For the availability of good working culture, 28 (25.5%) and 40 (36.4%) of the sample respondents of the woreda replied low and very low. This indicates that majority of the respondents of the woreda perceives the working situation and working culture of the offices as low and very low. Concerning the availability of the diversified sources of budget, 77 (70%) of the respondents replied low and very low. Therefore, majority of the sectors in the woreda do not have diversified sources of budget. For the item “support from the regional government”, 24 (21.8%) of the respondents replied very high and 12 (10.9%) of them said high. The others i.e. 35 (31.8%) and 38 (34.5%) said low and very low respectively. So many offices of the woreda perceive better support from the regional government.

As Table 4.11 reveals, concerning the availability of proper HRD program, 45 (84.9%) of the employees of the town replied very low and low. Only 6 (11.3%) of the respondents rated as high. This shows absence of appropriate HRD program. For the availability of employee recognition programs such as promotion, incentives and rewards almost all the employees 50 (94.3%) of them replied low and very low. This indicates employee motivation mechanisms in the sectors are very weak. Concerning the availability of adequate budget 18 (34%) of them replied low, 33 (62.3%) replied very low while only 2 (3.8%) of them said medium. With regards to availability of attractive working environment 39 (73.6%) of the sample respondents confirmed that it is very low, 2 (3.8%) them low 6 (11.3%) of them medium and 6 (11.3%) of them high.

For the availability of diversified source of budget almost all of the respondents (84.9%) replied very low.

From these data we can infer that the sectors in the town have shortage of budget and don't have diversified sources of budget as well. In addition the working condition in the office of the local government is perceived as unattractive by employees. For the item "support from the regional government" 43 (81.1%) of the respondents rated as high, 5 (9.4%) as medium and the others 5 (9.4%) as low and very low. This shows support given by the regional government for the urban local government is good. For the availability of good working culture, 45 (84.9%) of the respondents confirmed the working culture of the organizations is very weak while 4 (7.5%) of them also said low. From these data, we can deduce that the employees of the sectors perceive the working culture of the government offices in the town as very weak.

We can therefore, infer from Table 4.11 that the core resources which can help the local level governments' and/ or sectors to deliver decentralized public services, promote good local governance at local level and enhance local economic development are not adequately available. This also shows the weak organizational and institutional capacity of the local governments which also hampers the local development efforts of the areas. The status of the local governments in implementing decentralized development policies and strategies is weak. As the interview and focus group discussion also indicate, both the woreda and the town suffer from critical shortage of budget. This also has an implication on other factors such as motivating employees, preparing capacity building/training and workshop programs and on creating good work culture. It was raised in the discussion held with key informants and focus group members that it is due to shortage of adequate budget that they do not arrange capacity building/ training programs for the civil servants.

#### **4.8 Availability of Facilities**

An effort was also made to investigate the extent to which facilities such as telephone, vehicles, computer, and internet services are available at the local level.

**Table 4.12: Responses of employees about availability of facilities**

No	Item	AdamiTulu Jido Woreda										Ziway Town									
		1		2		3		4		5		1		2		3		4		5	
		No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%
1	Availability of telephone service	14	12.7	38	34.5	28	25.5	30	27.3	-	-	41	77.4	6	11.3	2	3.8	-	-	-	-
2	Availability of vehicles	4.5	40.9	35	31.8	18	16.4	12	10.9	-	-	39	73.6	2	3.8	10	18.9	-	-	-	-
3	Availability of computer service	24	21.8	42	38.2	15	13.6	23	20.9	-	-	-	-	6	11.3	27	50.9	20	37.7	-	-
4	Availability internet service	100	90.9	10	9.1	-	-	-	-	-	-	50	94.3	2	3.8	-	-	-	-	-	-
5	Availability of computer networking	70	63.6	36	32.7	2	1.8	-	-	-	-	41	77.4	10	18.9	2	3.6	-	-	-	-
6	Availability of strong data base	34	30.9	37	33.6	18	16.4	15	13.6	1	9.1	38	71.7	12	22.6	3	5.7	-	-	-	-

**Key:** 5=very high; 4=high; 3=medium; 2=low; 1=very low

Source: Questionnaire

Table 4.12 indicates that 14 (12.7%) of the respondents of the rural local government said the availability of telephone service is very low, 38 (34.5%) of them said low, 28 (25.5%) of them replied medium and 30 (27.3%) of them said high. This may show that even though the telephone service is available in some offices it is not satisfactory. For the availability of vehicles, 45 (40.9%) of the respondents replied very low, 35 (31.8%) of them responded low, 18 (16.4%) of them said medium and 12 (10.9%) of them said high. This indicates that transport service in many offices of the locality is lacking. The responses on the availability of computer service also shows that 24 (21.8%) of them said very low, 42 (38.2%) of them confirmed low, 15 (13.6%) of them medium and 23 (20.9%) of them replied high. This also shows very low service of computer in the sectors.

Majority of the respondents also indicated very low and low internet service, computer networking and strong data base. From this we can conclude the absence of internet service, computer net-working and strong data base. From the above data, we can infer that most of the necessary facilities are lacking in the rural local government.

Table 4.12 also indicates that most of the office facilities are not available in the offices of the town as indicated by the respondents. Of the 53 respondents 41 (77.4%) of them noted that the availability of telephone service is very low, 39 (73.6%) of them indicated that the availability of vehicles is very low, 50 (94.3%) of them indicated availability of internet service is very low, 41 (77.4%) of the also rated the availability of computer net- working is very low and 38 (71.7%) of them also rated the availability of strong data base as very low. The availability of computer service seems better in the town than in the woreda as pinpointed by 20 (37.7 %) of the respondents as high and 27 (50.9%) as medium. In general, in both coal governments the facilities do not exist. This affects the development efforts of the sectors.

#### **4.9 Enabling Environment**

The existence of enabling environment determines the capacities of local government sectors in implementing decentralization programs. To investigate the degree of availability of these conditions, respondents of both local governments were asked the degree of their agreement on the availability of these conditions.

Table 4.12, reveals that 38 (34.5%) of the respondents of the woreda strongly disagree and 33 (30%) of them disagree with the presence of the appropriate structure for key functions; while 24 (21.8%) of them agree to some extent, 14 (12.7%) of them agree and only 1 (0.9%) of them strongly agree with the presence of appropriate structure. This shows that the organizational structure in most sectors is not conducive for work of employees.

For the item “the local leadership has high commitment for local development”, 43 (39.1%) of the respondents confirmed that they strongly disagree, 30 (27.3%) of them said disagree and 23 (20.9%) of them said agree, while only 6 (5.5%) of them responded strongly agree. From this we can understand that employees of the woreda view the commitment of their leadership as low. Concerning the item that says the objectives of the office are clear to all employees, 37 (33.6%) of them strongly disagree, 29 (26.4%) of them disagree, 10 (9.1%) of them agree to some extent, 24 (21.8%) of them agree and 10 (9.1%) of them strongly agree. This may indicate that majority of the employees do not have adequate information about their organizations’ plans and goals. This also affects the performance of employees in particular and the performance of the organizations in general.

With regards to the item “the leadership system is well-understood among all levels”, 35 (31.8%) of them strongly disagree, 28 (25.5%) of them disagree, 25 (22.7%) of them agree to some extent, while 16 (14.5%) of them agree and only 6 (5.5%) of them strongly agree. This also indicates weak communication system in the organizations which may also affect the effectiveness of offices.

**Table 4.13. Summary of responses about internal environment of their offices.**

No	Items	Adami Tulu Jido Woreda										Ziway Town									
		1		2		3		4		5		1		2		3		4		5	
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
1	There are appropriate structures for key functions	38	34.5	33	30	24	21.8	14	12.7	1	0.9	27	50.9	20	37.7	2	3.8	4	7.5	-	-
2	The local leadership has high commitment for local development	43	39.1	30	27.3	-	-	23	20.9	6	5.5	47	88.7	-	-	-	-	2	3.8	-	-
3	The objectives of the office are clear for all employees	37	33.6	29	26.4	10	9.1	24	21.8	10	9.1	33	62.3	16	30.2	2	3.8	2	3.8	-	-
4	The leadership system is well-understood among all levels	35	31.8	28	25.5	25	22.7	16	14.5	6	5.5	31	58.5	18	34	-	-	4	7.5	-	-
5	Key positions are adequately filled	18	16.4	32	29.1	23	20.9	17	15.5	9	8.2	31	58.5	14	26.4	2	3.8	6	11.3	-	-
6	Staff meetings regularly review progress on performance improvement trends	2	1.8	28	25.5	20	18.2	30	27.3	24	21.8	22	41.5	25	47.2	-	-	2	3.8	4	7.5
7	Plans are properly implemented in the office	31	28.2	42	38.2	1	0.9	25	22.7	11	10	12	22.6	33	62.3	-	-	4	7.5	4	7.5
8	There are clear rules, directives and guidelines for employees of all levels	25	22.7	45	40.9	-	-	18	16.4	22	20	-	-	-	-	-	-	43	81.1	10	18.9
9	The financial management system of the office is weak	28	25.5	47	42.7	1	0.9	8	7.3	20	18.2	-	-	-	-	2	3.8	20	34	31	58.5
10	Monitoring and evaluation capacity of the office is weak	17	15.5	8	7.3	-	-	45	40.9	36	32.7	-	-	-	-	2	3.8	20	34	31	58.5

**Key:** 5=strongly agree; 4= agree; 3= agree to some extent; 2= disagree; 1= strongly disagree

Source: Questionnaire

Regarding the issue “key positions are adequately filled” 18 (16.4%) of them strongly disagree, 32 (29.1%) of them disagree, 23 (20.9%) of them agree to some extent, 17 (15.5%) agree and 9 (8.2%) of them strongly agree. We can understand from these responses that many key positions in the offices of the local government are not adequately filled. The statistical data obtained from the offices also show many vacant positions. Some offices operate with 2 to 3 personnel where the structure requires 12 to 15 employees. This also has its own impact on the activities of the sectors in achieving their objectives.

Another issue raised for respondents to show their level of agreement was “staff meetings regularly review progress on performance improvement trends”. For this item only 2 (1.8%) of the respondents strongly disagree, 28 (25.5%) of them disagree, 20 (18.2%) of them agree to some extent, 30 (27.3%) of them agree and 24 (21.8%) of them strongly agree. This may show that staff meetings take place in many offices for reviewing and discussion of job performances. “Plans are properly implemented in the office” was another item raised for the respondents. Accordingly 31(28.2%) of them strongly disagree, 42 (38.2%) of them disagree, 1 (0.9%) of them agree to some extent, 25 (22.7%) of them disagree and 11 (10%) of them strongly disagree. Therefore, it is possible to conclude that even though plans are prepared in many organizations, their implementation is weak and this also reflects the weak implementing capacity of the local government sectors.

Concerning the availability of clear rules, directives and guidelines for employees, 25 (22.7%) of the respondents responded strongly disagree, 45 (40.9%) of them said disagree, 18 (16.4%) of them replied agree and 22 (20%) of them strongly agree. This implies that majority of the employees in the woreda have little or no knowledge of the rules and directives of work.

For the item “the financial management system of the office is weak”, 28 (25.5%) of them strongly disagree, 47 (42.7%) of them disagree, 1 (0.9%) of them agree to some extent, 8 (7.3%) of them agree and 20 (18.2%) of them strongly agree. We can infer from these data that the financial management system of many offices in the woreda is perceived as weak by majority of the employees. With regards to monitoring and evaluation capacity of the management, 36 (32.7%) of the employees responded that they strongly agree that the system is weak, 45 (40.9%) of them agree that it is weak, 8 (7.3%) of them disagree and 17 (15.5%) of them strongly disagree

with the weakness of the system. So, the monitoring and evaluation system of the organizations is regarded to be weak by the employees of the section. This may show that the sectors in the woreda have weak capacity to properly follow up and evaluate different routine and developmental activities.

Table 4.13 also shows that respondents of the town were asked to explain the degree of their agreement for the item “there is appropriate structure for key functions.” Accordingly, 27 (50.9%) of them strongly disagree, 20 (37.7%) of them disagree with the idea. Only 4 (7.5%) of them responded agree. This shows that the employees of the town are not happy with the present organizational structure. With regards to the presence of high commitment of leadership for local development, the majority i.e. 47 (88.7%) of them strongly disagree. Only 2 (3.8%) of them agree with the issue. So, the leadership in the town is viewed by employees as having low commitment.

Concerning the item “the objectives of the office are clear to all employees”, 33 (62.3%) of them showed their strong disagreement, 16 (30.2%) of them disagreed with the issue. Only 4 (7.5%) of them showed agreement. We can deduce from this that objectives of the organizations may not be clear for employees. For the item “the leadership is well-understood among all levels”, 31 (58.5%) of them strongly disagree, 18 (34%) of them disagree and only 4 (7.5%) of them agree. This may also indicate poor communication system in many sectors of the town. Whether key positions were adequately filled or not was also raised for respondents so that they can show their level of agreement. Accordingly, 31 (58.5%) of them strongly disagreed the fulfillment of the positions, 14 (26.4%) of them disagreed while only 6 (11.3%) of them showed agreement. This shows that there are many vacant posts in the sectors which is also supported by secondary data obtained from the offices.

For the item “staff meetings regularly review progress on performance improvement trends” 22 (41.5%) of the respondents replied strongly disagree, 25 (47.2%) of them said disagree while 6 (11.3%) of them showed agreement with the issue raised. This indicates that the staff meetings to review the progress and improvement of performance of the activities are not satisfactory. The next issue raised for respondents to show their level of agreement was “plans are properly implemented in the office”. For this item 12 (22.6%) of strongly disagree and 33 (62.3%) of them

disagree while 4 (7.5%) of them agree and 4 (7.5%) of them strongly agree. From this we can understand that many sectors prepare the plan but their implementing capacity is weak.

With regards to clarity of rules, directives and guidelines majority of the respondents i.e. 43 (81.1%) of them agree and 10 (18.9%) of them strongly agree that they are clear. This may show us that employees in the offices have some knowledge of rules and guidelines. For the item, “the financial management system of the office is weak” 31 (58.5%) of the sample respondents strongly agree, 20 (34%) of them agree and the rest 2 (3.8%) of them agree to some extent. We can infer from these data that in most sectors of the town the financial management system is weak. Concerning the monitoring and evaluation capacity of the management system of their offices majority of the respondents i.e. 51 (96.2%) of them agree that the M&E system is weak. So this shows that urban local government of Ziway town has weak capacity to monitor and evaluate different development projects undertaken in the area.

As it could be observed from the data presented in the Table 4.13 above, the internal environment in both the woreda and the town is not conducive to work. In addition to the survey data from employees, the focus group discussions and interviews conducted with key informants also reveal that there are problems of structure, weak capacity of monitoring and evaluation, plan implementation, shortage of personnel and budget to fill vacant positions. Discussions made with key informants of both local governments show that both woreda and the town have no clear and stable structures. “The structure is continuously changing” an interviewee pointed out. For example, health and education offices were once under the capacity building office but now these three offices are separated. Culture and information were together but now separated and now culture and tourism are merged together. This shows that there is continuous change of structures and reorganization of offices which may adversely affect the stability of working environment. This may also result in high turn over of officials and employees.

In general, in the woreda and the town, monitoring and evaluation capacity is weak; there is poor communication system and weak financial management capacity. However, the knowledge of employees about the rules, regulations, guidelines and directives in the town seems better than those of the woreda employees. Thus, more activities should be done to build the local capacity in order to minimize the aforementioned problems.

**Table 4.14. Summary of responses about external working environment**

No	Items	Adami Tulu Jido Woreda										Ziway Town									
		1		2		3		4		5		1		2		3		4		5	
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
1	Turnover of officials and experts is high	-	-	-	-	15	13.6	33	30	63	57.3	-	-	-	-	5	9.4	13	24.5	35	66
2	Local level actors have clear vision over the objectives of decentralization	37	33.6	39	35.5	20	18.2	22	20	2	1.8	28	52.8	21	39.6	4	7.5	-	-	-	-
3	Capacity building efforts have enhanced the decentralization process in the locality	40	36.4	37	33.6	9	8.2	17	15.5	7	6.4	22	41.5	25	47.2	-	-	2	3.8	2	3.8
4	Horizontal coordination in the local government is weak	28	25.5	15	13.6	6	5.5	37	33.6	34	30.9	-	-	-	-	-	-	33	62.3	20	37.7
5	Sectors/offices recognize and understand their current strengths, weaknesses, opportunities and threats	46	41.8	38	34.5	6	5.5	15	13.6	5	4.5	33	62.3	18	34	2	3.8	-	-	-	-

**Key:** 1= strongly disagree; 2= disagree; 3=agree to some extent; 4= agree; 5= strongly disagree

Source: Questionnaire

In Table 4.14, respondents were asked to indicate their level of agreement on the turnover of officials and experts in their offices. Accordingly, majority of them i.e. 63 (57.3%) strongly agree and 33 (30%) of them agree that there is very high turnover. Fifteen (13.6%) of them also agree to some extent. From this it is possible to conclude that there is very high turnover of officials and key experts. This also has a negative impact on the performance of the sectors in particular and that of the woreda in general. For the item “Local level actors have clear vision over the objectives of decentralization”, 37 (33.6%) of the sample respondents strongly disagree, 39 (35.5%) of them disagree and 20 (18.2%) of them agree to some extent while the rest 22 (20%) of them agree. From this we can understand that the objectives of decentralization are not clear for the officials. Therefore, they may not be able to implement decentralization programs in their locality.

Another issue raised was whether the capacity building efforts have enhanced decentralization process in the locality or not. For this item 40 (36.4) of the sample respondents strongly disagreed and 37 (33.6%) of them disagreed while the rest 24 (22.9%) agreed that it has contributed a lot for the decentralization process in the area. This shows us that employees in the woreda are not satisfied with the capacity building efforts conducted in the area. For the item “horizontal coordination in the local government is weak 71 (64.5%) of the respondents replied agree and strongly agree. This shows that the coordination and communication between the sectors in the woreda is weak. In the table above majority of the employees i.e. 84 (76.4%) confirmed that the sectors in the local government do not recognize and understand their current strengths, weaknesses, opportunities and threats.

As it is illustrated in Table 4.14, turnover of officials and experts is one of the major problems perceived by employees of the town which was pinpointed by 35 (66%). By the same token, 49 (92.4%) of the respondents also identified absence of clear vision over the objectives of the decentralization on the part of the officials in the town. Almost all of the respondents are not also satisfied with the capacity building efforts of the local government to enhance decentralization process. Moreover, all the respondents confirmed that there is weak coordination between the offices in the town, while 51 (96.3%) of the respondents agreed that sectors do not recognize and understand their weaknesses, strengths, opportunities and threats. Tables 4.12 and 4.13, also

reveal that the external and internal environments are not conducive for most employees of both local governments. The enabling environment for implementing decentralization policies are lacking in both local governments. Therefore, much more remains to create the enabling environment for both local governments.

#### **4.10 Community Participation**

Community participation is increasingly emphasized in the field of development. Citizen engagement is one of the fundamental principles of decentralization. The capacity of local governments can also be measured in their ability to engage local communities and institutions such as NGOs and CBOs in the development process of their localities. In order to investigate the level of participation of community and local institutions in the local development of the study areas, employees of both the woreda and town were asked questions and the responses are summarized in the Table 4.15.

As is shown in Table 4.15, the majority of the respondents 46 (41.8%) of them note that community participation is weak in the woreda. Sixty (54.5%) of the respondents also confirmed that the local government administration makes periodic meeting with community. However, majority of them do not agree that the existing development activities are top priorities of the local community and 65 (59.1%) of them also disagree with the idea that the local government is addressing the socio-economic problems of the local community properly. This may imply that the community participation is limited in the area.

**Table 4.15 Summary of responses about community participation.**

No	Items	Adami Tulu Jido Woreda										Ziway Town									
		1		2		3		4		5		1		2		3		4		5	
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
1	Community is properly participating in local governance and development	46	41.8	40	36.4	6	5.5	9	8.2	7	6.4	47	88.8	2	3.8	-	-	-	-	-	-
2	The local government administration makes periodic meeting with community	20	18.2	20	18.2	-	-	44	40	16	14.5	2	3.8	4	7.5	2	3.8	39	73.6	2	3.8
3	The existing development activities are top priorities of the community	56	50.9	36	32.7	1	0.9	12	10.9	5	4.5	47	88.7	-	-	-	-	2	3.8	-	-
4	The local government is properly addressing the socio-economic problems of the local community	36	32.7	29	26.4	-	-	27	24.5	14	12.7	20	37.7	31	58.5	2	3.8	-	-	-	-
5	The plans of the offices are not clearly communicated to the stake holders	17	15.5	16	14.5	4	3.6	31	28.2	39	35.5	-	-	-	-	-	-	20	37.7	33	62.3
6	The office has strong coordination and communication with the surrounding community	36	32.7	29	26.4	-	-	25	22.7	16	14.5	16	30.2	31	58.5	6	11.3	-	-	-	-
7	The local government has a strong linkage with NGOs	5	4.5	21	19.1	1	10.9	42	38.2	26	23.6	-	-	-	-	-	-	12	22.6	41	77.4
8	The local government has strong linkage with CBOs	30	27.3	39	35.5	2	18.2	15	13.6	12	10.9	29	54.7	20	37.7	2	3.8	-	-	-	-

**Key:** 1=strongly disagree; 2=disagree; 3= agree to some extent; 4= agree; 5=strongly agree

Source: Questionnaire

Table 4.15 also shows that the plans of most of the offices are not clearly communicated to the stakeholders. This was confirmed by 70 (63.7%) of the respondents. Sixty five (59.1%) of them also confirmed that most of the sectors of the woreda have no strong communication with the surrounding community. This may indicate that the local government does not properly engage the local community in development process of the locality. Majority 68 (61.8%) of the respondents also agreed that the local government has a strong linkage with NGOs. On the other hand, most 69 (62.8%) of them do not agree with the strong linkage between the local government and CBOs. This implies NGOs participate more than the CBOs in the woreda.

Table 4.15 also illustrates that community participation in the town is perceived by the employees as weak as it is pinpointed by 49 (92.6%) of them. However, majority of the respondents of the town agreed that the local government administration makes periodic meetings with the community. Majority 47 (88.7%) of them also said that the existing development activities are not top priorities of the local community. Moreover, almost all 51 (96.2%) of the respondents believed that the local government is not properly addressing the socio-economic problems of the local community. This implies that community participation is limited in the town. Table 4.14 also reveals that the plans of the sectors in the town are not clearly communicated to the stakeholders. This was explained by all the respondents. In addition, the majority 47 (88.7%) of the respondents also agree that the sectors in the town have no strong communication and coordination with the local community. This also indicates weak relations between the local government sectors of the town and the community.

As it is depicted in Table 4.15, all (100%) of the respondents confirmed that there is a strong relationship between the local governments and NGOs. However, majority 49 (92.4%) of them disagree with the idea that there is a strong linkage between the local government and CBOs. This implies that the participation of CBOs is weak and NGOs participate in development activities. In addition to these survey data, discussions held with the focus group discussants and interviews made with key informants also show that community participates mostly at implementation level such as in irrigation projects and school construction through contribution of cash, labour and local materials. They also participate as committee members in some sectors

such as school committee. Their participation in planning, decision making and prioritizing their needs is very limited.

Even though the officials of both local governments claimed that community participation is one of their priority agendas in their activities, it was observed that the communities do not participate in planning, decision-making and prioritizing their needs. It was found out that the officials view community participation as the participation of the members in meeting and different committee rather than true empowerment of them.

Officials of both local governments also mentioned that they are working in collaboration with NGOs. In an interview with officials of both local governments it was learned that different NGOs are operating in both local governments in different development projects such as education, health, food security, etc. For example, Selam Environmental Development Association (SEDA) is one of the local NGOs running different integrated development projects in both local governments. SEDA's project manager also explained during the interview that SEDA's participation in the local development has three components. The first one is food security which includes distributing motor pumps in groups for around 1000 (thousand) households for irrigation activities, distributing improved cross-bred cows for farmers, establishing a milk-center for processing and marketing, and distributing improved seeds for farmers.

The manager also disclosed during the interview that this local NGO participates in saving and credit. SEDA provided one hundred thousand (100,000.00) birr for 80 (eighty) women of two kebeles of the woreda after they present their business plan. Their capital now reached 50,000.00 birr and changed to cooperative.

SEDA's second development component is environmental education which includes training, network and advocacy, creating environmental clubs in schools, environment day celebration and other awareness raising activities for civil servants, local administrations and line experts. The organization also distributes seedlings (multipurpose trees, fruits, etc.) to different schools in both local governments to revive the destroyed forests. This rehabilitation activity also engages farmers.

The third component of SEDA's development project is community social service such as construction of schools, expansion of non-formal education by recruiting para-professional teachers from the community and fulfilling school facilities. According to the interviewee SEDA works in partnership with both the local governments by developing, funding and implementing related development projects. In implementing the projects, says the project manager, a committee which constitutes members from administration, agricultural and food security offices, and community has been established. The local government recommends the projects, and supervises them. Finally, the local government takes over for sustainability. SEDA also gives capacity building (training) activities for the beneficiaries. The manager also says that even though they work closely with the local governments, high turnover of the officials adversely affect their effort. Besides, most officials do not participate on the capacity building/ training programs organized by SEDA and other NGOs due to lack of interest.

From the interviews of the officials and the NGO manager as well as the survey data, we can understand that NGOs are participating in the local development of the areas because they are food insecure and drought prone areas. This also calls for capacitating the local governments to make them work in partnership with these NGOs and other local institutions and utilize these opportunities properly for local development.

**Table 4.16 Summary of the major problems cited by employees of the woreda.**

No	Major Problems	No. of times cited	percent
1	Shortage of budget	73	66.4
2	Shortage of skilled personnel	55	50
3	Poor management/ absence of good governance	46	42
4	Absence of adequate training for employees	35	32
5	Absence of clear directives, rules, guidelines,etc.	22	20
6	Shortage of office facilities	22	20
7	Absence of need-based training	20	18
8	Absence of reward system	20	18
9	Absence of stable and suitable structure	17	15
10	Absence of proper utilization of training opportunities	12	11

Source: Questionnaire

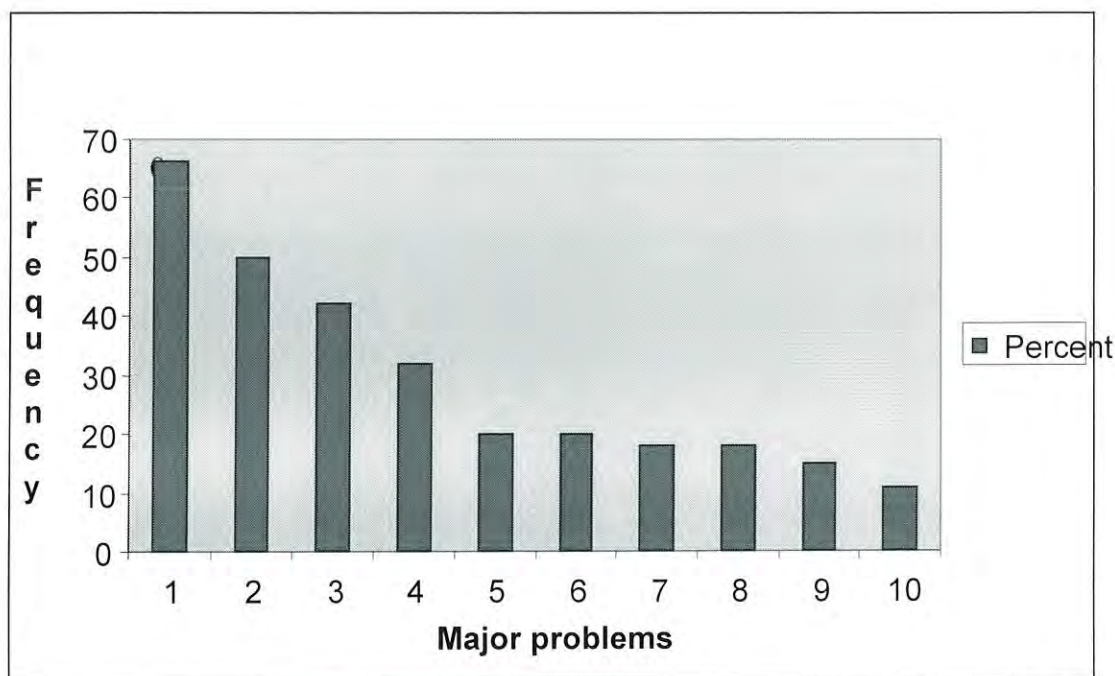


Fig 4-1 Major problems cited by respondents of the woreda  
Source: Questionnaire

Respondents were also asked an open ended question to mention the major problems related to the capacity building efforts of their areas and the responses are summarized in Tables 4.16 and 4.17. Accordingly, shortage of budget, shortage of skilled personnel, absence of good governance and absence of adequate training for employees were cited as critical problems by the woreda respondents as they were pinpointed by 73 (66.4%), 55 (50%), 46 (42%) and 35 (32%) of them respectively. Absence of clear directives and rules, shortage of office facilities, absence of need-based training, absence of reward system, absence of stable and suitable structure and absence of proper utilization of training opportunities were also mentioned by 22 (20%), 22 (20%), 20 (18%), 20 (18%), 17 (15%) and 12 (11%) of the woreda respondents respectively.

Table 4.17 also shows that 41 (77%) respondents of the town cited shortage of skilled personnel, 30 (56%) shortage of budget, 28 (52%) weak management, 28 (52%) absence of need based training, 25 (47%) shortage of facilities, 15 (28%) absence of clear policies, 10 (18%) weak communication and 10 (18%) poor coordination.



**Table-4.17 Summary of the major problems cited by employees of the town.**

No	Major Problems	No. of times cited	percent
1	Shortage of skilled personnel	41	77
2	Shortage of budget	30	56
3	Weak Management system	28	52
4	Absence of need-based training	28	52
5	Shortage of facilities	25	47
6	Absence of clear policies	15	28
7	Weak communication	10	18
8	Poor coordination	10	18

Source: Questionnaire

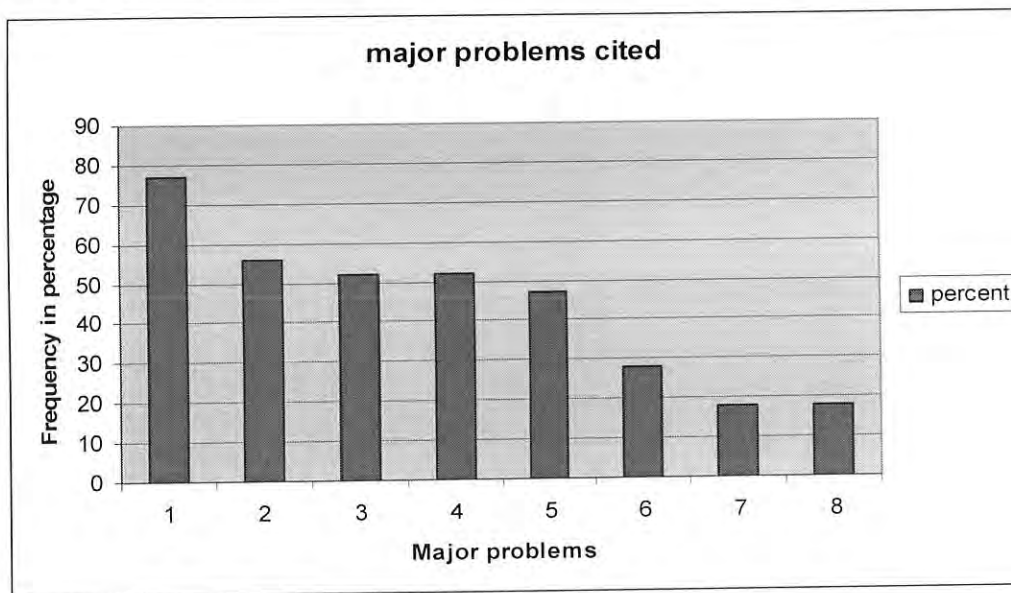


Fig 4-2 Major problems cited by respondents of the town  
Source: Questionnaire

In summary, the responses of employees of both local governments could be stated as follows: Both local governments confessed that the main impediments affecting their local capacity are numerous and intricate. These are shortage of budget, paucity of skilled human resource, absence of good governance and poor management, absence of need-based training programs, shortage of facilities and resources, and poor coordination and communication. These problems also imply weak organizational and institutional capacity of the local governments. These data are also confirmed by the interviews and focus group discussions.

## **Chapter Five**

### **Summary of the Major Findings, Conclusion and Recommendations**

This is the last chapter of the study, which deals with the summary of the major findings of the study, conclusion and recommendations.

#### **5.1 Summary of the Major Findings**

The main objective of this study was to assess the capacity building efforts for decentralized local governance in Adami Tulu Jido woreda and Ziway town. In the study, emphasis was given to human resources capacity, assignment and responsibilities of woreda, human resource development (on-job training), managerial competence, financial capacity, availability of resources, facilities and enabling environment and community participation.

In attempting to achieve the objectives of the study, the following basic questions were raised and answers were sought. The questions include: How does the existing capacity of human resources in the study areas look like? What are the major constraints that are associated with capacity building /training programs in the study areas? How do the organizational and institutional capacities of local governments' under study look like? What are the major impediments that affect the capacity of the local governments? What is the level of the participation of local communities and institutions in the development efforts of the local areas? What additional or further approaches can be instituted to enhance capacity building activities in the two local governments?

The subjects of the study were civil servants and cabinet members of both the woreda and town. Thirty percent of the civil servants of both local governments were included in the survey. In addition 50 percent of the cabinet members of the woreda and 58 percent of the cabinet members were surveyed. Fourteen well experienced civil servants and ten individuals from both localities were also approached through focus group discussion and interview to supplement the data collected through survey.

Accordingly the following are some of the major findings of the study: Local level governments have been given a wide range of powers and responsibilities in terms of planning and prioritizing their local needs. However, these functions and responsibilities are assigned to the local

governments of the study areas without adequate resources to carry out the tasks. Human resource in both local governments is found to be weak both in quantity and quality. A good number of the offices in both local areas are unmanned and many offices are understaffed. Most of the cabinet members of the study woreda have also shorter years of service, which may also make their capacity weak to shoulder different managerial responsibilities in the areas of public service delivery, promoting good local governance and local social and economic development. Therefore, the responsibilities and duties have been given to the local governments without commensurate capacity. Women are also underrepresented in the civil service in general and in the cabinet members in particular in the study areas. Their representation in local political and administrative structures is found to be much less. The human resources, office facilities and equipment of women's affairs offices are also deficient in quantity and quality.

Capacity problem in terms of the availability of human resources is found to be more critical in the town than in the woreda while the problem in terms of educational qualification is more critical in the woreda. Shortage of budget and high turnover of officials and experts due to frequent reorganization and restructuring of offices, transfer, demotion and promotion are critical problems in both areas. In addition, the lack of adequate facilities has often been hindering capacity building efforts in Adami Tulu and Ziway. Core resources that can help the local governments to deliver decentralized public services, promote local economic development and good governance at local level are not adequately available in the study local areas. As a result, the status of the organizational and institutional capacity of the local governments is very weak. This also hampers the development efforts of the local governments. It should nevertheless be recognized that resource scarcity is the fact of life in the country.

Many capacity building/training activities have been undertaken in the areas so far. Strategic planning and management, civil service reform program, good governance, and performance management are the topics frequently delivered to the officials and civil servants of local governments. However, capacity building/ training programs mostly focused on officials. The capacity building / training programs given for employees are not adequate. Budget constraint is found to be the major reason for absence of continuous training activities in both local governments. In addition, training needs assessment has not been conducted in both areas. So the training is supply driven. It was also reported that training opportunities were not properly

utilized by the local governments due to nepotism and favoritism. Proper human resource development plans are not also adequately available in many offices. In addition training impact assessment was also not conducted in the local governments.

Management capacity of both the woreda and town is also found to be weak. Inappropriate utilization and misplacement of experts and officials was also another problem observed in the study. Continuous change of structures and reorganization of offices, weak monitoring and evaluation and financial management systems, and poor communication and coordination systems characterize the local leadership in both areas. Besides, plans, rules, guidelines, directives, proclamations, and different manuals and policy documents are not clearly communicated to employees. Community participation is also limited to implementation of planned projects rather than in planning, decision making and prioritizing their needs. NGOs are also participating in the areas in different development activities such as food security, education, health, and environmental projects since the area is food insecure. However, the participation of CBOs is found to be non-existent.

## **5.2 Conclusion**

Decentralized local governance is assumed to ensure better local development than the centralized one because it removes institutional and legal obstacles to self-help and encourages innovative forms of solutions for local problems. Local governments make development activities more sustainable by involving the people affected more directly in the development process. A decentralized body is also more accessible, more sympathetic and quicker to respond to local needs as compared to centralized governments.

Thus, empowering local governments allows diverse solutions to emerge in response to different local problems. However, having enough capacity to get the work done at local level is one of the biggest challenges confronting local governments under study. Technical, managerial, financial and organizational capacities are not sufficiently available for them to deliver public services, promote good local governance and local economic development. The local governments' officials and employees have participated in many capacity building/training activities. Of course cabinet members are the primary focus of capacity building/training activities in both local

governments. However, the administrative capacity remained weak in both areas. On the other hand, the delegated powers and responsibilities are wide and diverse.

The study indicated that the internal and external environments of the offices are not conducive for employees. The capacity building / training programs were not need-based and appropriate human resource development plans are also lacking in many offices. Besides, training impact assessment was not undertaken. Thus, it is possible to conclude that the capacity building efforts have not contributed much for capacitating of the local governments' officials and civil servants i.e. the capacity building efforts conducted so far in the localities have not enhanced the decentralization process and local governance. And decentralization programs are not properly implemented in the areas. So there is a mismatch between what is repeatedly said by the officials about decentralization and its actual practice on the ground.

### **5.3 Recommendations**

Based on the discussions and the findings of the study, the following recommendations are forwarded:

- Weak capacity of human resources in terms of both quantity and quality is one of the critical problems identified in the study. Many positions are vacant in the local governments. As a result, there is too much workload on some of the employees. Efforts should be made to fill at least some of these posts to minimize the problems.
- The capacity building / training activities undertaken to capacitate the officials are encouraging. There should also be continuous and consistent training and retaining for employees and officials to initiate them and implement decentralization programs properly.
- Providing training without assessing the needs of the offices and / or sectors results in a haphazard and unplanned nature of training programs which leads to failure. Therefore, training needs analysis should be undertaken before conducting training activities. Identification of critical human resources needs of the local governments and designing appropriate HRD programs and plans avoids shortage and/ or surplus of human resources in the sectors.
- As noted in the discussions, training may not be a solution for every problem of performance. So the impact of capacity building/ training programs also needs to be assessed so that the local governments can identify the past failures and effectiveness of the programs.

This also helps the sectors of the local governments to properly plan without repeating the previous mistakes.

- The absence of some facilities and office equipment also hampers the activities of sectors of the local governments. Therefore, the regional government should support the local governments in fulfilling these office facilities and equipment.
- One of the major problems identified is absence of reward system for better performers. So the local governments should practice incentives for best performers so that the employees and officials will be initiated for work and be successful in performing their duties and responsibilities.
- Poor coordination and communication system is also the problem identified in the local governments. To avoid this, different policy documents, manuals, plans, guidelines, directives, rules, proclamations, and other review documents should be made available for employees. This may solve the problem of communication barriers among different actors in the localities by creating awareness.
- Involving people only in implementing the already designed and planned projects is not adequate. Involving them in identifying problems and prioritizing their needs is crucial for true empowerment. So, the local governments should make an effort to practically involve the people from the need identification and planning stage to implementation.
- Participation of NGOs in the areas in different local development is encouraging. The local governments should create enabling environments for different local institutions such as NGOs and other civil society organizations so that they can play their roles in the local development process with their full potential. This also calls for building the capacity of local governments so that they can work in partnership with these institutions and utilize the opportunities for better development efforts.
- Both the regional and local governments should create the environment in which the available human resources and institutions can be properly utilized in support of the local development. They should take measures to create stable and suitable structures and minimize the present high turnover of officials and experts, design appropriate incentive systems and attract merit-based professional personnel, without depending only on political loyalty and commitment, to provide efficient public service and to improve the quality of local governance at woreda and town level.

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*Annex-I*

***Addis Ababa University, School of Graduate Studies  
Regional and Local Development Studies (RLDS)***

**Capacity Building for Decentralized Local Governance:  
The Case of Adami Tulu Jido Woreda and Ziway Town in Oromia**

**Survey Questionnaire type-1**

**Dear respondent,**

The intention of the study is to collect useful information from the civil servants about the capacity of local governments, and capacity building efforts to enhance the decentralization process and local governance in the study areas. The study aims at identifying problems and challenges in the local governments and to suggest ways and means of solving the problems. The data gathered will be to write an M.A. thesis in Regional and Local Development Studies, and not for any other purpose. Your genuine answers are highly appreciated. Your responses will be kept confidential.

*Thank you for your cooperation*

*Nigussie Daba*

**Instruction**

The questionnaire has five parts. While the first part intends to gather personal information, the remaining parts of the questionnaire comprise specific information about the study. Please try to answer all questions by putting an  mark on your choice. Write your opinions on some of the questions when you are requested. You don't need to write your name.

**Part one. General information of the respondents**

- 1.1. Name of the office \_\_\_\_\_
- 1.2. Your position \_\_\_\_\_

- 1.3. Sex  Male  Female
- 1.4. Marital status married  Married  Single  (specify) \_\_\_\_\_
- 1.5. Level of education BA/BSC degree and above   
 Diploma (12+2)  Grade 12 complete and certificate (12+1)   
 Below Grade 12  Other (specify) \_\_\_\_\_
- 1.6. Your field of specialization (if any) \_\_\_\_\_
- 1.7. Years of work experience (total) 5 and below   
 6-10  11-15  16-20  21 and above
- 1.8. For how long have you lived in this Woreda \_\_\_\_\_

**Part Two- information on capacity building related issues**

**I-Human Resource Development (Training)**

- 2.1. Did you attend any training program since 2003?  
 Yes  No  I don't know (specify) \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_
- 2.2. If yes, for how long? \_\_\_\_\_  
 \_\_\_\_\_
- 2.3. Would you please describe the topics of the capacity building/ training programs you participated in?  
 \_\_\_\_\_  
 \_\_\_\_\_  
 How do you evaluate the relevance of training activities to your job?  
 Highly relevant  Relevant  Somewhat relevant   
 Not relevant  I don't know (specify) \_\_\_\_\_  
 \_\_\_\_\_
- 2.4. How do the training activities in your organization take place?  
 Continuously  Many times  Sometimes   
 Rarely  very rarely
- 2.5. Rank the following in order of their participation in training programs in your office  
 Top officials  Middle level managers   
 Experts  Administrative employees   
 Other (specify) \_\_\_\_\_

*Annex-II*

*Addis Ababa University, School of Graduate Studies  
Regional and Local Development Studies (RLDS)*

**Capacity Building for Decentralized Local Governance:**

**The Case of Adami Tulu Jido Woreda and Ziway Town in Oromia**

**Survey Questionnaire type-2**

**Dear respondent,**

The intention of the study is to collect useful information from the cabinet members of the woreda and town about capacity building efforts and their contribution to enhance local governance and decentralization process in the areas. The study aims at identifying problems and challenges in the local governments and tries to suggest ways of solving the problems. The data gathered will be used to write an M.A. thesis in Regional and Local Development Studies, and not for any other purpose. Your genuine answers are highly appreciated. Your responses will be kept confidential.

*Thank you for cooperation*

*Nigussie Daba*

**Instruction**

The questionnaire has two parts. While the first part intends to gather personal information, the remaining part of the questionnaire deals with specific information about the study. Please try to answer all questions by putting an  mark on your choice. Write your opinions on some of the questions when you are requested. You don't need to write your name.



2.7. Are training needs of employees, experts and officials identified before any training was undertaken?

Yes  No  I don't know (why)? \_\_\_\_\_

2.8. If yes, are training programs conducted based on the identified needs?

Yes  No  I don't know (why) \_\_\_\_\_

2.9. What are the major capacity building problems in your local government?

2.10. What solutions do you recommend for the problems?

How do you rate your organization's managers' competence?

No	II- Management capacity	Very high	High	Medium	Low	Very low
3.1.1	Building a shared vision for all employees					
3.1.2	Evidence and data based decision making					
3.1.3	Their efforts to set standards, goals and objectives for performance					
3.1.4	Communication skills					
3.1.5	Being reflective practitioner					
3.1.6	Being collaborative					
3.1.7	Delegation of authority and responsibility when appropriate					
3.1.8	Participation in shared decision making					
3.1.9	Their effort to build the human capacity of the organization					
3.1.10	Their creativity and innovativeness					
3.1.11	Their ability to create professional climate for employees					
3.1.12	Their knowledge of the current trends in organizational governance					

III-Availability of resources		Scale				
No	Item	5	4	3	2	1
1	Availability of proper HRD program (training and Development)					
2	Availability of employee recognition programs(incentives, rewards, promotion) for high performers (individuals /groups)					
3	Availability of adequate budget					
4	Availability of diversified sources of budget					
5	Availability of attractive working conditions					
6	Availability of good working culture					
7	Strategic goals and objectives are measurable with well-defined time frames for meeting them					
8	Support from regional government					
IV-Availability of Facilities		Scale				
No	Item	1	2	3	4	5
1	Availability of telephone service					
2	Availability of vehicles					
3	Availability of computer service					
4	Availability of internet service					
5	Availability of computer networking					
6	Availability of strong data base					

<b>Iv-Existence of Enabling environment</b>						
No	<b>Internal environment</b>	<b>Scale</b>				
	Item	1	2	3	4	5
1	There are appropriate structures for key functions					
2	The local leadership has high commitment for local development					
3	The objectives of the office are clear for all employees					
4	The leadership system is well-understood among all levels					
5	Key positions are adequately filled					
6	Staff meetings regularly review progress on performance improvement trends					
7	Plans are properly implemented in the office					
8	There are clear rules, directives and guidelines for all employees					
9	The financial management system of the office is weak					
10	Monitoring and evaluation capacity of the office is weak					
<b>External environment</b>		<b>Scale</b>				
No	Item	1	2	3	4	5
1	Turnover of officials and experts is high					
2	Local level actors have clear vision over the objectives of decentralization					
3	Capacity building efforts have enhanced the decentralization process in the locality					
4	Horizontal coordination in the local government is weak					
5	Sectors/offices recognize and understand their current strengths, weaknesses, opportunities and threats					
<b>V-Community Participation</b>		<b>Scale</b>				
No	Item	1	2	3	4	5
1	Community is properly participating in local development					
2	The local government administration makes periodic meeting with community					
3	The existing development activities are top priorities of the community					
4	The local government is properly addressing the socio-economic problems of the local community					
5	The plans of the offices are not clearly communicated to the stakeholders					
6	The office has a strong coordination and communication with the surrounding comm					
7	The local government has a strong linkage with NGOs					
8	The local government has a strong linkage with CBOs					

3.1. What are the problems you related with capacity building activities in the Woreda/town?

3.2. What solutions do you recommend for the problems?

## **Annex-III**

### **Interview guide for key informants**

1. Are there capacity building training programs undertaken in your locality? If so, how were the training areas selected? Is there training need assessment? How were participants of training identified? How were they selected?
2. How do you evaluate the performing capacity of the officials and sectors in your locality? How do you see the capacity building efforts in the area? What does the local government's human and looks like? What does its capacity to administer local level development activities?
3. Has human resource development plans prepared for the offices of the sectors in the local government? Was a plan of action developed to support its implementation? What mechanisms were established for monitoring and how are different actors held accountable for its implementation? Is there a coordination mechanism at regional and local levels to ensure that the program is implemented at in all sectors?
4. What does the participation of community look like in local development?
5. What important partnerships have been established with non-governmental organizations (NGOs) and civil society groups in support of capacity building and local development?
6. What does the local government's sectors hierarchical and internal organization look like? How do you evaluate the structure of your organization? How is the hierarchical relationship with sector offices?
7. Are there clear policy documents, guidelines, rules and procedures for officials and employees?
8. How is the leadership system understood and communicated among all levels? Do staff meetings regularly review progress on quality initiatives and performance improvement trends?
9. Do sectors have strategic plan? If so, is strategic plan, revisited at least annually and adapted to meet changing circumstances? Do sectors/offices recognize and understand their strengths, weaknesses, opportunities and threats?
10. What are the basic socio-economic problems in your locality?
11. What are the constraints in the activities of the local governments/sectors? What do you think are the best solutions for the constraints?

## **Annex-IV**

### **Interview guide for focus group discussion**

- 1 Are there capacity building training programs undertaken in your locality? If so, how were the training areas selected? Is there training need assessment? How were participants of training identified? How were they selected?
- 2 How do you evaluate the performing capacity of the officials and sectors in your locality? How do you see the capacity building efforts in the area? What does the local government's human and looks like? What does its capacity to administer local level development activities?
- 3 Does top managements of sectors stay informed of current trends and practices in governance system?
- 4 Do organizations /sectors recognize and understand their current strengths, weaknesses, opportunities and threats?
- 5 Are strategic goals and objectives measurable with well-defined time frames for meeting them?
- 6 Does your organization promote employee development? Are employee recognition programs in place for high performance? Individuals /groups?
- 7 Are administrative tools that promote employee communication in place? Are staff positions properly classified and allocated in adequate numbers to meet the standards for the accepted quality of service desired? Are position duties clearly defined and communicated to employees?
- 8 How is the community participating in the development activities of your locality?
- 9 What does the service delivery by the sectors and the local government look like in addressing the socio-economic problems of the community in your locality? How do you evaluate their capacity of implementing development activities?
- 10 How do you evaluate the commitment of the local leadership at local government level?
- 11 What local institutions (NGOs and CBOs) are found in the areas?
- 12 What is the extent of their participation in local development?



## **Declaration**

I the undersigned, declared that the thesis is my original work, has not been presented for a degree in any other university and that all sources of material used for the thesis have been duly acknowledged.

Nigussie Daba

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Signature

## **Confirmation**

This thesis has been submitted for examination with my approval as a university advisor.

Ignatious Mebrenwa (Ph.D)

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Signature