



**ADDIS ABABA UNIVERSITY**  
**COLLEGE OF BUSINESS AND ECONOMICS**  
**DEPARTMENT OF PUBLIC ADMINISTRATION AND DEVELOPMENT**  
**MANAGEMENT**

**Practices and Challenges of Urban Kebele Councils in Promoting  
Local Democracy: The Case of Hossana City Administration**

**BY**

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**September, 2018**  
**Addis Ababa, Ethiopia**

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Local Democracy: The Case of Hossana City Administration**

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A Thesis Submitted to Department of Public Administration and Development Management in Partial Fulfillment of the Requirements for the Degree of Master of Art in Public Management and Policy Program.

**September, 2018**  
**Addis Ababa, Ethiopia**

# Approval

**Addis Ababa University**

**College of Business and Economics**

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This is to certify that the thesis prepared by Temesgen Addise entitled Practices and Challenges of Urban Kebele Councils in Promoting Local Democracy: The Case of Hossana City Administration which is submitted in partial fulfillment of the requirements for the Degree of Masters in Public Management and Policy (MPMP), complies with the regulations of the University and meets the accepted standards with respect to originality and quality.

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## **Declaration**

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

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## **Abstract**

*This research project focuses on identifying the practices and challenges of urban kebele councils in promoting local democracy the case of Hossana city administration. The main objective of this study is to identify the practices and challenges those Hossana city council faced in the conduct of its business and to indicate the appropriate directions. Descriptive method was used in this study. From 1600 population 260 were taken as a sample by using purposive sampling technique. Both open-ended and close-ended questionnaires were prepared and distributed. Moreover, qualitative and quantitative methods of data analysis were employed using tables with percentage and descriptive narration techniques. The result of the study indicated that promote democracy in local council unsuccessful to enhance democracy in city's administration. Therefore, the Hosanna city Administration should be providing continuous training to awareness creation for city council members as local council members have significant role to promote democracy. The internal working system of Kebeles councils reflected that executive domination is very high, and councils are not responsive to the needs of the community and most importantly democratic essence viz. accountability, transparency, participation and autonomy are not adhered principles in the councils conduct. Councils as they are impeded by the above-mentioned challenges are playing insignificant role in cultivating democratic value and improving the service delivery to the grass root people. Therefore, it is recommended that the internal working system of councils need to be very transparent, responsive, participatory and free from any unnecessary intervention. Besides, councilors must be sensitive to public interest; legal back up from the city administration is also needed in order to make councils strong, autonomous and powerful. The field that councilors operating also should be open to all stakeholders as the democracy promotion works calls for the involvements of different actors.*

*Key words: urban local council, promoting democracy,*

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## ACRONYMS

ANC	-	Africa National Congress
APLAP	-	Author from Association of Parliamentary Librarians of Asia and the Pacific
CBOs	-	Community Based Organizations
EU	-	European Union
HCA	-	Hossana City Administration
HCALC	-	Hossana City Administration Urban Local Council
IDEA	-	International Institute for Democracy and Electoral Assistance
MPS	-	Multi- party System
MTU	-	Mobile Training Unit
NALC	-	North umber land Association of Local Councils
NPM	-	New Public Management
NGOs,	-	Non-Governmental Organizations
ULC	-	Urban Local Council
UN	-	United Nation
WB	-	World Bank

# **CHAPTER ONE**

## **1. Introduction**

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

Democracy is preferred to any other system of governance because of its adherence to rule of law, accountability, transparency, faire dealing and good administration. Installing democracy system at national and local level of government is inevitable to bring what is known as good governance, since the manifestations of democracy are also elements of good governance (Nsubuga, 2008).

In the last 25 years, and especially in the last decade, a far-reaching global public wide policy network has rapidly developed to promote local democracy worldwide. The democracy promotion policy network responded to, and helped shape, the unprecedented wave of democratization in the late 1980s and 1990s. The network of actors mobilized in support of democracy promotion includes the governments of major states and their aid agencies, international organizations, international financial institutions, multilateral donors, non-governmental organizations with global program, region and country-specific NGOs, and philanthropic organizations (IDEA, 2008).

There is agreement in development circles today that promoting democracy at the urban local level holds the key to reducing poverty, improving service provision and successfully undertaking other initiatives that fall under the general rubric of development. However, while the emphasis used to be placed on electoral and representative democracy at the national level, increasing attention is now being directed at citizen participation and efficient, transparent and accountable systems at the urban local level following realization that previous interventions have not translated into much improvement in the livelihoods of ordinary citizens (Nsubuga, 2008). Rule of law, accountability, transparency, efficiency, effectiveness, representation, responsiveness, and participation constitutes the input geared to produce the cherished output good governance find its proper manifestations through the institutional mechanisms of representative legislature, responsive bureaucracy and committed executives.

Thus, democracy and good governance are systematically interrelated. Democracy and Good governance are two intermingled terms, if democracy can establish its objectives that it thrives for. Again, without good governance, democracy would be hollow within or at best formal than real. Therefore, symbiotic relationship between democracy and good governance does always exist (Obaindullah, 2001).

Urban democracy as discussed refers to a viable political and development process that allows for cross-fertilization of ideas, resources and decisions for good governance. Evidence of urban democracy includes the presence of an active civil society, enabling legislation, a fair local electoral system, free access to information and an administrative structure that facilitates this process (UN-HABITATE, 2002). Urban government is the tier of public authority that citizens first look to solve their immediate social problems. It is also the level of democracy in which the citizen has the most effective opportunity to actively and directly participate in decisions made for all of society (IDEA, 2008).

Considering the importance of installing democracy at urban level, the government of Ethiopia has been putting efforts tailored to promote urban democracy in an attempt to maintain good governance usually through the system of urban local council directly elected by local people. The government of Ethiopia in general and Hossana city administration in particular establishes council at different tiers of government as parliamentary control mechanism to ensure good governance, promote local democracy and efficient & effective service delivery. At urban level kebele administration exist which are considered to be the key local units of elected government since they play key roles in prioritizing the provision of public services. Similarly, *kebeles* have existed as the lower tier of government or basic unit of administration in Hossana city administration, and they were entrusted with a range of responsibilities over matters such as education, health, law and security within their jurisdiction. There exist councils at every Kebeles of Hossana city administration meant to oversee the *kebeles* overall service provisions and promoting democratic essence among grass root people.

Therefore, this study seeks to investigate the practices and challenges that *kebele's* councils have faced while discharging their role of promoting democracy at kebele administration.

## 1.2. Statement of the Problem

As we understood, Democracy has been defined in various ways by different people including government of the people, by the lay man of common understanding of some fundamental issues, along with the consent of the governed, and as well as the form of regime that derives from popular sovereignty in which ordinary citizens are endowed with the right and ability to govern themselves (Bruce, 1769).

Ethiopian government gives attention in this context by applying different rule, regulations and proclamations through general provisions, principles of constitution, state structures, national policy principles and objectives and other provisions from federal up to local level (FDRE, 1995). Mainly Ethiopian government constitution practically structured with decentralized in terms of federal, state and local level based on ethnicity. SNNPG is part of state structured which is administered in terms of 14 zones, 136 *wereda* and 5 special *woreda* level. From 14 zone of SNNPG, Hadiya zone is part of this category. It has 10 *wereda* and Hosanna city administration. In addition, Hosanna city administration is applying the implementation of democracy through urban local council.

To overcome the problem of urban local council in city administration lays difficulty, which is not responsive to the needs of the people. These problems alike, nothing for improving service delivery and serving national democracy base, lack of impartiality in terms of public interest, lack of accesses to information which is the fundamental scarcity in terms of tangible evidences of public interest, discrimination among them based on ethnicity, lack of separation (the distribution of administrative) of power, and other related problems are serious concern.

Even if the occurrence of democracy at ULC is essential for overall development and national democracy including HCA, the existence of council is nothing (none for good) for improving service delivery in terms of national democracy bases unless it should be active and functional with complete autonomy of power and democratic organization.

Therefore, gaps have been identified in local council system as the mere existence of even though there exist elected councils that are supposed to be functional in terms of fair and logical administrative ways of governance as ULC, but they are not active and functional at Hosanna city administration level that they should have been seen. So, it is necessary to assess the

practical circumstance of councils at Hossana city administration and determine the root causes of the problems that cripple council's role in promoting democracy. In addition to this the major intention of the paper is to identify the challenges that, urban local level councils have faced and to overcome the problems while attempting to promote democracy and perform their duties and responsibility.

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

#### **1.3.1 General Objective**

The general objective of this study is to identify the practices and Challenges of Hossana city councils in promoting democracy and to indicate the appropriate directions.

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

- i. To identify the practices of urban local council in promoting democracy.
- ii. To assess the role of urban local council in promoting democracy.
- iii. To assess the effectiveness of local council in order to promoting democracy implementation as a whole.
- iv. To illustrate the Challenges of urban local councils to promote democracy.
- v. To find the mechanism how to be solved the challenges of democracy in order to promoting democracy.

## **1.4. Research Questions**

1. What are the practices of urban local council to promote democracy in Hossana city administration?
2. What are the major contributions of urban local councils to promoting democracy in Hossana city administration?
3. What is the effectiveness of promoting democracy in Hosanna city administration in order to community interests and benefits to their need?
4. What are the major challenges of urban local council in order to promoting democracy in Hossana city administration?
5. What measures are taken to improve the challenges of promoting democracy in Hossana city administration?

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

The scope of this study was confined to describing urban local council activity and mainly focused on explaining the council's effort to ensure urban local democracy along with its element like accountability, transparency, responsiveness, participation. It was also limited to Hossana City Administration and covers the time period of one term of the council 's term of office. I.e. Five years (5),(from 2013-2017.) Nonetheless the democracy promotion work calls for the participation of state and non-state actors, non-state actors are not in place due to several reasons and the study hence, exclusively focus on state actor, the only actors practically exists in the context of Hossana city administration for the promotion of democratic governance.

## **1.6. Significance of the Study**

As the prevalence of good governance and urban local democracy is the key to development, the researcher hopes that the study helps to articulate the council role in ensuring and urban local democracy and the challenges they have faced as well. The empirical findings that the researcher may get from this study are significant due to the following reasons: The findings and workable recommendations there on are expected to have many helps to the concerned authorities in the city administration in directing their attentions to the areas that require corrective measures and also may enable to indicate future direction in designing the system.

The research findings of this study would provide valuable information to information seekers regarding urban local councils and their operation. The output of this study will serve as a springboard for other interested researchers to undertake wider scope and in-depth analysis on the same or related issues.

### **1.7. Limitations of the Study**

In conduct of this study, the researcher faces some constraints, which can be factors that contributed to the limitation of the study. This included poor collaboration from concerned people in some offices, reluctance and lack of interest to fill and return questionnaires on time, unwillingness to take interview, lack of time, and some of the financial constraints were major limitations of the study.

### **1.8. Organization of the Study**

The paper structured in the following manner: The first chapter deals about back grounds of the study, the second chapter present the literature review that assess theoretical aspects and the empirical of the issues; The third chapter deals with methodology of the study, the 4th chapter deals with about data analysis, presentation and interpretation of the collected data and Finally discussed about summary and conclusion provided in Chapter five.

### **1.9. Ethical Considerations**

The aim of protecting the participants from compromising situation that could affect their self-esteem gives credence to adhere strictly by researchers to a set of ethical guidelines or standards (Bailey 1988:128). The researchers key ethical principles were informed consent, where by the “subjects must base their voluntary participation in research projects on a full understanding of the possible risks involved” (Babbie 2007:64). Even after participation in a study, the respondents must be given a briefing in explaining the study procedures that are involved. This research followed the following ethical consideration as a context.

Informed consent given to participant by someone competent must be voluntary adequately informed. Avoiding harm for participants in collecting data the necessity of informing the participants about the nature of procedures before their participating in the research. Maintaining anonymity of respondents willing to participate, refraining from giving any part(s) of the research materials such as tapes etc. used at any stage of data generation for this study, for publication, advertisement without prior written permission from subjects, doing justice to participant in analyzing the data, Confidentiality in writing about the research. In this study, respondents were given consent verbally and authorizing letter from head of department was shown to them before their participating in the research study.

## **CHAPTER TWO**

### **2. Literature Review**

#### **2.1. Introduction**

The purpose of this literature review is primarily to clarify issues and assess evidences in relation to overview of the Role of Parliament/council in promoting democracy, a framework for a democratic local parliament/council, appointment of special interest councilors and the democratic discourse, Strengthening the functions of parliament/council, basic concepts about local government and administration, the concept and Principles of local democracy, the core characteristics of a good system of local administration, democratic local government, Challenges of democracy at the urban local level, Challenges of local democracy in Africa, challenges of local democracy in Ethiopia, local government and decentralization, local democracy and good governance, local councils, the local council charter for Northumberland, the experience of some selected countries, democracy in Ethiopia in general context and conclusion. The chapter also highlights of the empirical experience local democracy in selected countries around the world.

#### **2.2. Theoretical literature**

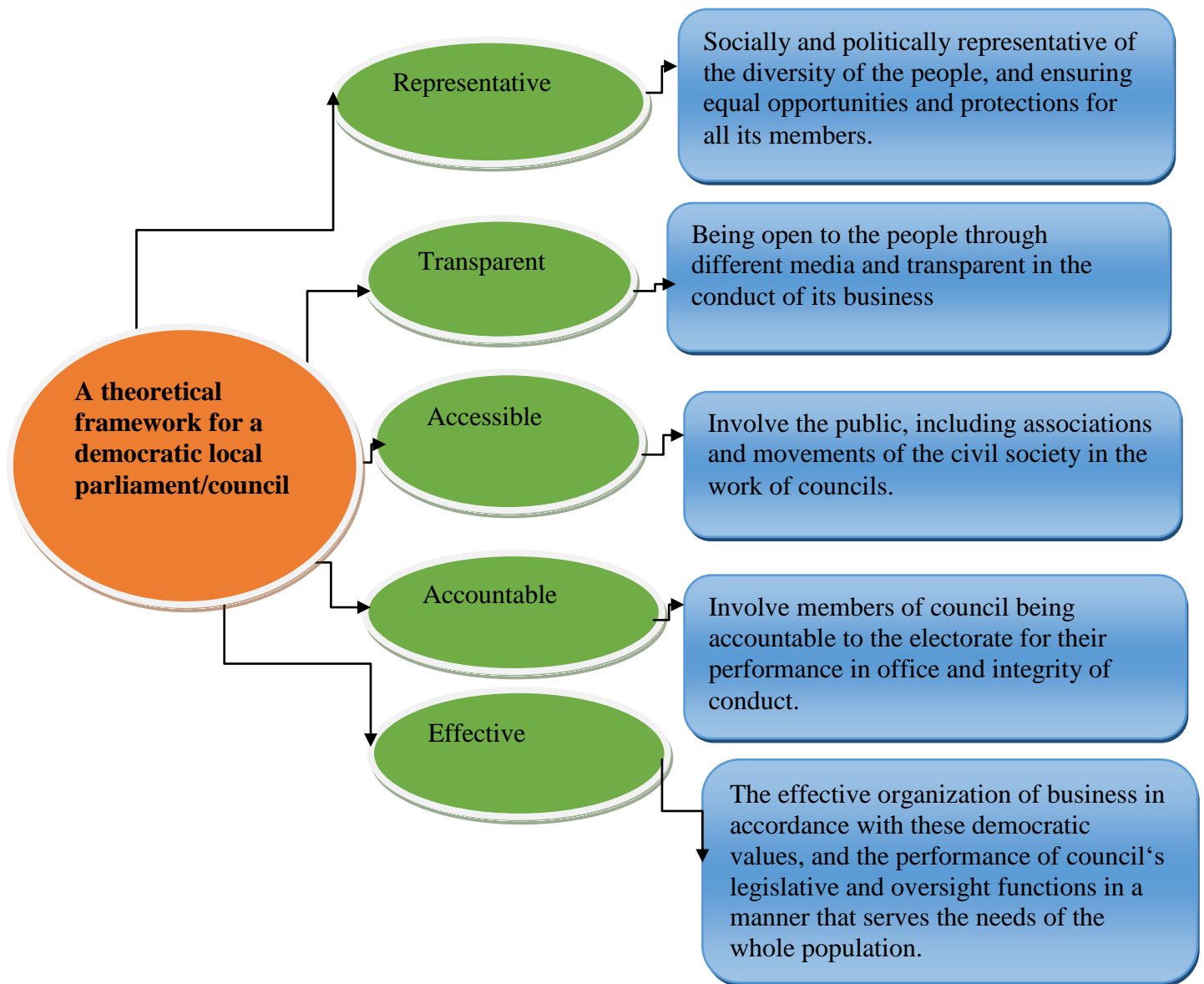
##### **2.2.1. The Role of Parliament/council in Promoting Democracy**

The parliament or legislature plays an important role in the life of a nation. It thus performs three main functions: a) make new laws, change existing laws and repeal laws which are no longer needed; b) represent and articulate the views and wishes of the citizens in decision making processes and c) oversee the activities of the executive so that the government is accountable to the people. Achieving good governance requires the existence of a strong, effective and efficient parliament. This is so because parliament plays a crucial role in gauging, collating and presenting the views and needs of the people, articulating their expectations and aspirations in determining the local development agenda. As oversight body, parliament helps to identify problems and policy challenges that require attention and assists in overcoming bureaucratic inertia.

In analyzing progress towards good governance in Africa, the second edition of the African Governance Report (AGR-II- 2009) observed that the capacity of the legislature to perform its functions efficiently and effectively is a major concern in many African countries. Indeed, the parliament is the most underdeveloped amongst the three arms of government as it suffered from long years of authoritarian and military dictatorships, in which the parliament was either outlawed or completely muzzled out in governance. Since the early 1990s, there has been a growing interest in issues related to democracy and good governance around the world. This phenomenal growth of interest reflects, in part, the increasing acceptance of the fact that democracy and good governance are not a luxury, but a sine qua non requirement to promote sustainable social and economic development (Haider 2008).

Democracy, which is the basis for a democratic local council, provides space for all people in a given society to interact, intervene and participate in issues that affect their lives. Consequently, a democratic local council implies participation, transparent, accountable, effective and equitable management of the public affairs where the actions of public officials are guided by rules. a democratic local council also implies that public resources and authority are used to benefit the entire community. In practical terms, democracy and good governance require, among others, active participation in decision making processes by the people, directly or through their duly elected representatives, parliaments and/or associations. Thus, participation not only recognizes people as citizens but makes government more representative of, and responsive and accountable to, the people it seeks to serve, Bethame (2006).

## 2.2.2 A theoretical framework for a democratic local parliament/council



Figure, 1

In the light of the above discussion, Bethame, (2006), able to set out the key characteristics of a democratic parliament (have done some modification).

In generally, an elected parliament/council that is socially and politically representative, and committed to equal opportunities for its members so that they can carry out their mandates. A council that is open to the nation and transparent in the conduct of its business. The involvement of the civil society and the other people's movements in the work of the council is effective in the business process.

### **2.2.3. Appointment of councilors and the democratic discourse**

Democratic discourse and practice entail among other things the election of political leaders through regular elections, transparency in the implementation of policy, responsiveness on the part of political leaders and institutions, the existence of the rule of law, inclusiveness as well as accountability to the electorate/communities/residents (Raftopoulos, 2009; Makumbe, 2010; Sachikonye, 2011; Masunungure, 2010).

It is on this basis that the law and practice of appointing special interest councilors is viewed. The appointment of special interest councilors in terms of section 4A of the Urban Councils Act has encountered much opposition from residents in many urban areas. These appointments have also attracted public attention, especially in the media which has highlighted the plight of urban councils, most of which have failed to contend with additional unelected personnel on their payrolls. There has also been a claim that the process of appointing special interest councilors may be or is being abused. What has further exacerbated this situation is the fact that there is no legal provision to check the powers of the Minister, leaving room for the manipulation of the powers to appoint. Since the enactment of section of the Urban Councils Act (UCA) in April 2008, numerous elected councilors and mayors belonging to have been dismissed, or summarily suspended pending dismissal so as to justify the appointment of special interest councilors over and above elected councilors. One case of simmering discontent and disagreements between residents and the MLGRUD is cited in a media article, entitled Special interest councilors dismissed. This highlights the fact that such appointments have the propensity to create anarchy and despondency in some localities.

#### **2.2.4. Strengthening the functions of parliament/council**

One of the key factors determining parliamentary performance in every country is the representative quality and effectiveness of its political parties. Political parties perform vital functions in any representative democracy, providing the principal vehicles for the representation of citizens' interests, framing political choices at elections. In almost every parliament around the world, there is a gap between the powers that a parliament has to hold the executive to account and the willingness or ability of politicians to use them. Thus, parliaments do not operate in a vacuum. Their functioning and effectiveness are shaped very much by the context and particularly the political context of which they are part. In Africa, the legacy of one and the continuing dominance of one party in a multiparty system, continue to shape the functioning and performance of African parliaments. In most countries, the functions of parliament are normally laid down in the constitution or in parliamentary laws of each country. Integrity is one of the major aspects of parliamentarians.

In Canada, for example, MPs must agree to “recognize that service in parliament is a public trust,” “maintain public confidence and trust in the integrity of parliamentarians” and “reassure the public that Parliamentarians place the public interest ahead of Parliamentarians’ private interests.” As one of the major state institutions the functions of parliament are embedded in the general system of checks and balances. In general terms any parliament has to perform three key functions. These are: legislation, representation and oversight.

#### **2.2.5. Basic Concepts of Local Government**

Different authors put different ideas about local government. For instance, (Robson, 1937) proponent that, local government is the third level of government deliberately created to bring government to the grass-root population and gives the grass roots population a sense of involvement in the political process that controls their daily lives.

In this regard, (Mawhood, 1993) advocated that the survival of local governments has always been protected on the foundation that it is essential aspects of the process of democratization and strengthening of mass participation in the decision-making process. It is clear that, no political

system is considered complete and democratic if it does not have a system of local government and it has an important role to boost political system at grass root level in order to improve democracy. Local governments are established to give residents of their areas a say in the government and administration of local affairs and are vested with specific powers to enable them to make laws, which are not inconsistent with the legislation passed by parliament and higher legislature in the tier. They are usually headed by councils consisting of elected members (Belinda, 2002).

In other words, local governments are intended to be democratic institutions which are responsive to real needs and the justifiable expectations of people. They are thus subject to public accountability and therefore, it is important to focus on local government democracy. Local government serves two-fold purposes. The first purpose is the administrative purpose of supplying goods and service; the other purpose is to represent and involve citizens in determining specific local public needs and how these local needs can be met. Local representative government is a process that spans and connects representation and administration at local level within local government structure (Belinda, 2002). He explained that, they are created to render service in defined geographical areas, primarily because of the inability of central government to address in detail all the requirements of society that have to be satisfied by a government institution. The range of urban service provided by local authorities in developing countries, more particularly in Africa, are inter alia, parks, street cleaning, sanitation, refuse collection, road construction and maintenance, housing, water and sewerage, primary education, clinical, residential and industrial estates, planning and zoning, fire and ambulance service, camping sites and recreational service (Meyer, 1978).

### **2.3. The Concept and Principles of Local Democracy**

According to (Dahl, 1989, p.3) democracy has been defined in various ways by different people including government of the people, by the people and for the people, government with the consent of the governed, and a form of regime that derives from popular sovereignty in which ordinary citizens are endowed with the right and ability to govern themselves.

The nominal definition of the democracy is concerned with what has been agreed upon by society. The operational definition specifies the indicators of the concept to enable its measurement directly or indirectly. Again, he advocated that, democracy has only one real or essential definition. The real, philosophical, ideal or essential meaning of democracy remains the same, the actual practice of democracy may be said to be in the eye of the beholder. The essential or real meaning of democracy derives from two Greek words demos and kratos. Demos mean the common people and kratos means rule. Thus, democracy essentially means the rule of the common people. As explained above, any attempt to define it otherwise is a matter of convenience and may have its roots in the difference between what democracy essentially is and how it is practiced. Defining what constitutes the common people and what constitutes rule have both been the subject of much debate. Calling the common people simply, the people, Robert Dahl questioned how the people are designated.

For Rustow democracy has to be preceded by national feeling or a feeling of national unity for “The people cannot decide until somebody decides who the people are” (Ruston, 1970, pp.337-367). At the time of the ancient Greeks, the common people who could take part in political decision making was defined to comprise only a subset of the people as a whole, for children, prisoners, women and slaves were excluded. For the Greeks, the exclusion of certain sections of society from the definition of the common people was reasonable and did not render democratic practices null and void. In modern democratic practice, exclusion of certain sections of society including foreigners and children still exists and considered reasonable. The problem in democratic practice is, therefore, what constitutes a reasonable exclusion. No matter how reasonable it is, however, exclusion undeniably enables one section of society to dictate to those that are excluded.

Democratic practice may therefore be conceived of as a mixture of some essence of democracy and some measure of dictatorship. Thus, democratic practice is invariably a convenient product comprising some ingredients of both dictatorship and the essence of democracy (Rustow, 1970).

### **2.3.1. The Democratic Practice Model**

Democratic practice involves a constant struggle between society and State in which society demands some level of the essence of democracy mixed with some level of dictatorship and the State provides what it considers a balanced mixture. Some level of dictatorship is always required as a control function to avoid anarchy. The relationship between the dictatorship component and the democracy component of democratic practice demanded by society is such that when one increases the other decreases - an inverse relationship. The amount of democracy content or level of democracy depends upon the amount of the dictatorship content or level of dictatorship. Democracy and democratic reform are not limited to a specific level of governance or governmental administration. Practical experience has shown that government administration based on democratic principles and frameworks can only be achieved by addressing all related issues at all levels of governance, both individually and collectively. This starts from the local level (that of villages or cities or their equivalents), through intermediate levels if they exist (such as governorates, provinces, prefectures, districts or sub-districts), to the central or national level, in addition to other intermediary levels sometimes found in countries that have adopted a federal structure (Ayoub,2010).

However, the essential thing is to adhere to the general principles of democracy and to determine how to organize relationships among the different levels so that each is given the powers and responsibilities (ibid).

In Ethiopia context it is hard to use direct democracy at kebele level since kebele is established on a geographical area in which 100,000 more people reside. Therefore, it is the researcher's position to advocate representative democracy at kebele level but it should be backed by active public involvement so as to realize the public interest.

### **2.4. The Basic Characteristics of a Good System of Local Government**

According to (Stocker, 2001) states that, there are three essential characteristics are needed for good local administration. These are frankness, deliberation, and integrated action. These are not the only relevant values but also, they justify the highest priority and have a new legitimacy for local government.

### **2.4.1. Frankness**

Many people prefer to spend their time on non-political activities. Some face social and economic constraints that limit their time for political activity. In this light the very ease of participation at the local level gives a particular value to local democracy. Openness refers to the concern of both participation and involvement through political, economic and socio-cultural aspects discloses in decision making processes. In addition to that, it is crucial value for good governance is that the system is open, has low barriers to the expression of dissent, and limits the disadvantages of the poorly organized and resourced.

### **2.4.2 Deliberation**

Good local administration requires opportunities for deliberation in addition to the general quality of openness. People are recognized as having the right and the opportunity to take part in local public life. Many of their interventions may be specific to the consumption of a particular service. Those interventions should be expected to be short-term, of low cost to the individual, and to bring forth a rapid response from the appropriate service organization. They are likely to deal with a matter of direct material interest to the person.

### **2.4.3 A Capacity to Act**

Frankness and deliberation are not sufficient for effective action without a capacity to act in order to enhance good local administration. A capacity to ability is note matter of knowledge rather it is how using the appropriate skills for the customers. The management context may vary and the particular organizational forms may change but a large part of the daily work of government is going to be undertaken by full-time professionals, administrators and other employees. From the point of view of the citizen there are many advantages in letting these people get on with their complex variety of tasks.

The issue is rather how to check the classic faults that emerging in all organizational systems of service delivery: insensitivity, rigidity, and lack of responsiveness. Many customers will be satisfied but mechanisms are necessary to allow those that are dissatisfied to make themselves known. Therefore, a capacity to act has an important role to boost the customer confidence on administer, professionals and employees by doing the appropriate skills in the organization.

## **2.5. Democratic Local Government**

Local governance suggests that local government is the tier of public authority that citizens first look to solve their immediate social problems. Increasingly, in many instances, democratic governance involves publicly elected politicians, administrative officials, NGOs, and citizen-led community-based organizations, all playing vital roles in managing the commons (Sisk, 2001). It is clear that, democratic governance encompasses the whole society participation is mandatory to administer common goals.

### **2.5.1 Challenges of Democracy at the urban Local Level**

It has to be noted that while the principles and standards for a functioning democracy are the same at both national and local level, the challenges in ensuring their effective implementation and sustainability are different in many respects. Democracy at the local level-the tier of governance to which citizens turn to meet their immediate needs-is a critical but underappreciated factor in the world's new democracy.

The incomplete nature of many democratic transitions in recent years, combined with the concern that democratic systems are not delivering socio-economic development efficiently and quickly, has led to a renewed sense of urgency to comprehend better how democracy at the local level contributes to improvements in governance (Baskin, 2004).

### **2.5.2 Challenges of Local Democracy in Africa**

Local democracy is not fully realized through the electoral process alone. There is increasing popular demand for greater inclusion in local decision-making, yet few countries have the appropriate institutions and mechanisms in place to ensure more effective participative democracy (UCLG, 2007).

In spite of the progress made in the institutional and democratic components of decentralized governance, the real extent of decentralization has been limited by a number of persistent obstacles. Difficulties remain within the states concerning the transfer of financial resources needed to match the devolved responsibilities. Ensuring the availability of qualified human resources at local level and improving access to local public services are also critical areas that require concerted action. In Africa, implementation of the decentralization process has rarely been properly planned. Many countries, especially south of the Sahara, have undertaken reforms in the field of organization of the state and public life, particularly by adopting decentralization policies. These countries have organized local elections, which have seen local authorities emerging as new public authority figures alongside the national authorities. In almost all these countries, this splitting of public authority has caused problems, as this major institutional change has not yet been reflected in the behavior of most national authorities. Yet, how exactly that democratization is to be achieved has been the great challenge of the past decade. There is far from consensus on that point.

Drawing on Western models, multi-parties, along with the interlinked institution of parliamentary democracy, has been a generally preferred medium. But, the experience of quite a few countries has revealed that those two institutions do not necessarily guarantee democratic governance. In other words, one-party rule could flourish beneath the façade of multi-party politics and a parliamentary system (Zewdie, 2002).

### **2.5.3 Challenges of Local Democracy in Ethiopia context**

Inadequate administrative and personnel capacity to carry out socio-economic functions and a poor revenue base are the main reasons for the continued dependence of the kebele on the central and regional governments (Mehret, 2001). It is clear that, there was a considerable overlap in cadre and committee membership and at higher levels, the border between government administrative structures and the party became increasingly blurred in Ethiopia. For the layman, there was hardly any difference between party and government officials; both categories merged into one as representatives of the state or government (Aspen, 2000). Formally, the urban local level of Administration is a legally recognized independent local government authority and has been given powers and functions guaranteed by the different regional constitutions. In practice, however, it does not exercise sufficient local autonomy on budgetary, economic and social affairs and is tightly controlled by zonal administrations in each region.

## **2.6. Local Democracy and Good Governance**

There are many conceptual and operational overlaps between the democracy agenda and the governance agenda within the international development community. To a large extent, democracy and good governance are two complementary and interdependent concepts. Both look at the reform of political systems, institutional structures and governing processes in developing and transitional countries, the former from the political perspective and the later from an economic perspective. Beyond traditional approaches to the modernization of public administration and public sector management, they address key aspects of the reform of the state, namely its capability and its legitimacy. They are concerned with reliability and predictability, openness and transparency, accountability, as well as efficiency and effectiveness of public policy (SANTISO, 2001). The extent to which good governance has influenced the operations on the ground will likely affect its relevance. The current debate on democracy and good governance is certainly re- focusing the attention on the necessity to reform and modernize the state and strengthen democratic institutions to achieve sustainable development. (SANTISO, 2010)

Rule of law, accountability, transparency, efficiency, effectiveness, responsiveness, participation constitutes the input geared to produce the cherished output good governance find its proper manifestations through the institutional mechanisms of representative legislature and responsive bureaucracy and committed executives.

Thus, democracy and good governance are systematically interrelated. Democracy and good governance are two intermingled terms, if democracy can establish its objectives that it thrives for. Again, without good governance, democracy would be hollow within or at best formal than real. Therefore, symbiotic relationship between democracy and good governance does always exist (Obaindullah, 2001).

## **2.7. Promotion dynamics and articulated local democracy through democratic decentralization**

In practice, designers of democratic decentralization are choosing 1) powers to transfer, 2) means by which to make those transfers, and 3) local institutions (ostensibly democratic local government) to receive powers.

Each choice has an effect on the relation between higher and lower authorities and between those lower-scale recipient authorities and their constituents. In very few reforms are appropriate and sufficient discretionary powers transferred to local institutions that are not private or dependent on and accountable to higher-scale authorities. In most transfers to elected bodies, few powers of significance are transferred other than mandates which are often underfunded. While the choice of powers to transfer and the means of transfer affect local empowerment (Ribot, 2010).

Local governments are established to give residents of their areas a say in the government and administration of local affairs and are vested with specific powers to enable them to make laws, which are not inconsistent with the legislation passed by parliament and higher legislature in the tier. They are usually headed by councils consisting of elected members. In other words, local governments are intended to be democratic institutions which are responsive to real needs and the justifiable expectations of people. They are thus subject to public accountability and therefore, it is important to focus on local government democracy. (ibid)

In this literature the researcher supports the idea that democracy and governance have symbiotic and complementary relationships. As Obaindullah (2001) argued that, Rule of law, accountability, transparency, efficiency, effectiveness, representation, responsiveness, participation constitutes the input geared to produce the cherished output good governance ‘, find its proper manifestations through the institutional mechanisms of representative legislature, responsive bureaucracy and committed executives.

Thus, democracy and good governance are two mix together terms, if democracy can establish its objectives that it thrives for. Again, without good governance, democracy would be hollow within or at best formal than real.

(Ayoub, 2010) noted two different schools of thought on local democracy. According to the first ideal democracy entails involving citizens directly in all matters related to their society and country. According to the second, modern units of local administration are too large for direct participation in them to be feasible. Thus, the best, and only practical, form of democracy that we can aspire to is representative democracy, through which citizens choose their representatives who in turn adopt policies and decisions which are binding on all citizens.

## **2.8. Local Councils**

A unit of local representative government has one or more representative organs with some authority to govern. Almost invariably one of these organs is the council, which offers the opportunity to discuss and give advice on local issues, but also has the responsibility for making decisions authorizing or directing the local staff to perform tasks. The council makes decision by such acts as passing the budget, enacting ordinance and by-law and making or approving appointment (Humes& Martin, 1969).

The council approves in any cases and amends proposal submitted to it, and generally may take the initiative in making proposals. A council with decisive authority may take decision regarding matters of overall policy objectives or of relatively more minor matters concerning the routine co-ordination of staff (Humes& Martin, 1969). The number of members of local councils varies, in general, with the population of the unit of local government. The size of councils, however, is also closely interrelated to their role in local government structures. The largest or the smallness of the council affects its representative character, its effectiveness and the nature of its deliberations (Humes& Martin, 1969).

### **2.8.1. Challenges of Local council**

While there is a relatively clear system of accountability in local government, the performance of accountability mechanisms remains problematic. Several reasons are usually cited to explain the poor accountability and governance that takes place in LGA. These include: poor access to information which is in turn caused by unfavorable attitude of the council staff, poor working tools and infrastructure, technocratic procedures and formats for releasing information and lack of a culture of transparency. Poor representation of the citizens by their councilors in the decision-making processes and the lack of participation in these processes contribute to further undermine accountability. As regards administrative capacity, most council is still operating with limited human resource capacity, both in terms of numbers and expertise. The shortfalls in numbers are even more acute in the remote areas of the country. A broader constraint faced by local governments in attracting adequate numbers of qualified staff to deliver local government services is their lack of control over local government salaries.

Efforts to improve incentives for attracting and retaining LG staff have been frustrated by limited progress on nationwide pay reform; the decision not to extend SASE to local government and the abolition of the majority of council's own-revenues are additional challenges. (See generally PO-RALG 2003, Shivji& Peter Report).

### **2.8.2. Systemic, Political and Bureaucratic Challenges of Council**

**Weak Political Opposition:** Political opposition in the Councils is still very weak. Absence of strong political parties in the opposition has weakened the element of influence on decision making. Stronger opposition would provide for checks and balance in decision making to ensure that power is not misused to serve peripheral interests. Also, strong opposition could check against undesirable practices such as corruption and mismanagement of funds. **Perception and Assumptions of Councils' Staff:** Councils management tend to assume management reports used at Council level can be used at lower levels, when in fact these lower level Governments cannot read and understand those reports. Likewise, there is exaggerated emphasis on the lack of interest by citizens to read and use information. The situation on the ground is, citizens want to be informed. There is an over assumption that the political process which involves the interaction between Councilors and Council management on one hand, and Councilors and citizens on the other, would enhance transparency.

But this is not the case in practice because the interactions with citizens are limited. **Council approach to transparency:** Most councils lack internal policy on transparency and the use of the notice board which are key in enhancing transparency. In addition, there is little follow up on what happens at meetings held at village level, to check whether the Councilors are attending those meetings, and if not, take appropriate action. There is no formal management structure in place to address the issue of transparency. No formats have been developed to transfer information to lower levels of Government and sharing with the citizens. The formats used for management purposes are the ones used for sharing information with lower levels (LGRP Progress Report July-December 2007).

### **2.8.3. Human Resource Challenges of Local council**

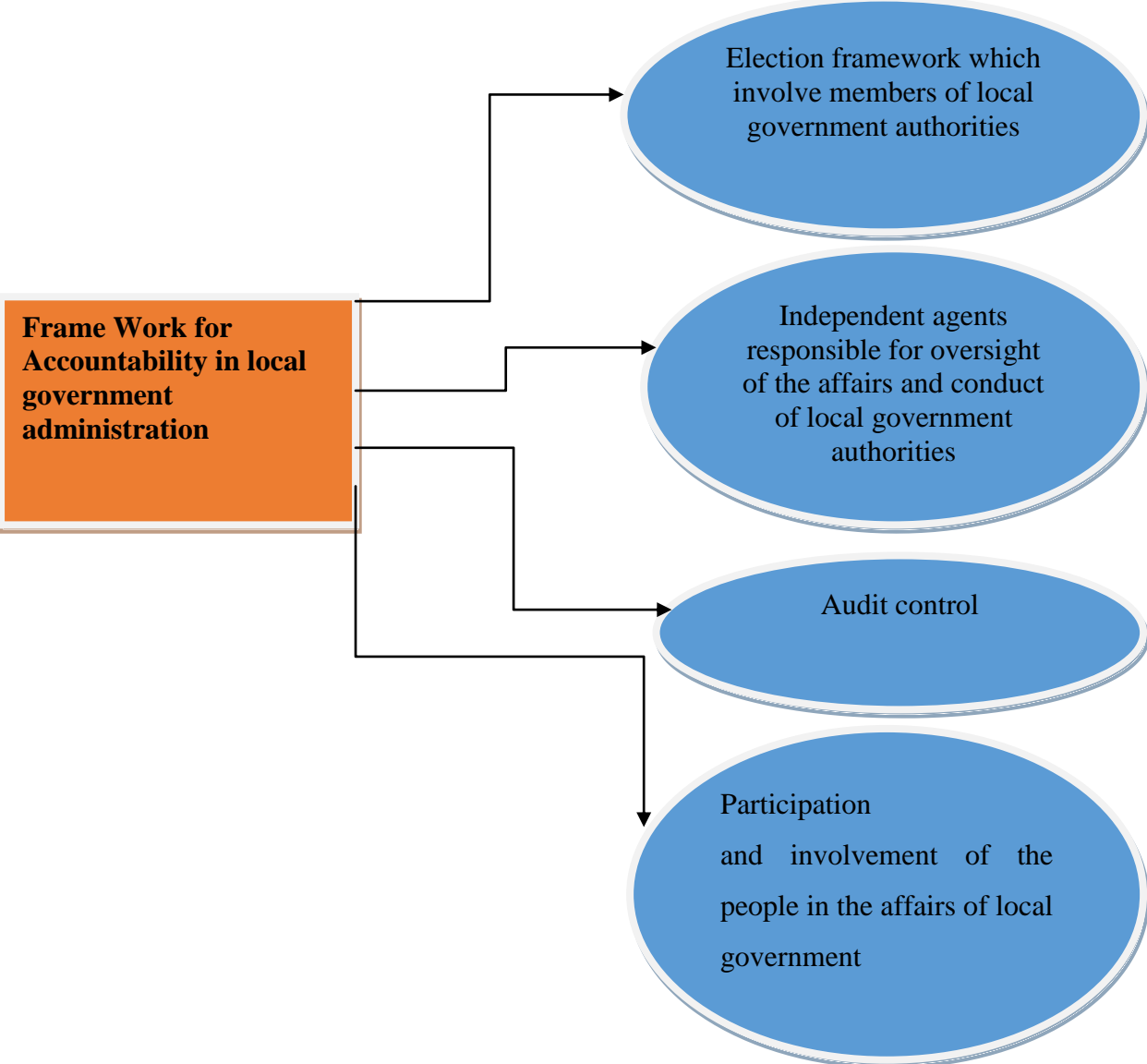
Today, most Council is still operating with limited human resource capacity, both in terms of numbers and expertise. The shortfalls in numbers are even more acute in the remote areas of the country. A broader constraint faced by local governments in attracting adequate numbers of qualified staff to deliver local government services is their lack of control over local government salaries. Providing local governments greater control in determining local government salaries - or allowing LGAs to top up the salaries of local government employees within the context of their available resources- would improve the ability of local authorities to attract and retain staff, especially in rural and remote parts of the country. (LGRP Progress Report July-December 2007.)

### **2.8.4. Assessment of the accountability mechanisms of local council**

In the local authorities, at council level, the representatives make decisions through the full council which is the highest legal organ for making decisions that are to be implemented by the bureaucrats. The full council meets at least every quarter of the year. The full council is supported by a number of committees. These include finance and planning committee, economic, works and environment committee and social services committee. The membership of these committees is from the list of councilors. All issues tabled in the full council are scrutinized first by the committees. These organs face some challenges in performing their oversight role. Some of the problems include time space for doing the work properly. According to Mushi and Melyoki (2005) there are cases in which papers for the meeting are distributed to the members during the meeting or a day before the meeting which makes it difficult to read them and contribute meaningfully to the oversight discussions. The reason given is the lack of resource to access the representatives in their wards/localities. For example, the council is unable to provide transport to the councilor when she or he comes to attend the meeting. Another major problem is the issue of capacity of these representatives to handle technical issues. There are very few of such representatives who can read financial reports and interpret them correctly and use them to influence decisions. At the lower levels, the law has provided for village council, village assemblies and ward development committee. Representatives in the village government attend to matters pertaining to the village through the village councils. Issues endorsed by the village councils are then taken to the village assembly.

The ward development committee plays an advisory role to the village council. A major problem at the lower level is the issue of capacity and availability of resources. Many of the representatives in the local council, including some of the functionaries, have basic education and sometime no education at all. This affects their effectiveness in handling technical issues. On the other hand, local governments are not allocated operational funds by the council, and some can hardly raise any funds after the central government abolished all nuisance taxes applicable at this level (REPOA, 2007, Framework for Downward Accountability).

**Frame Work for Accountability in local government administration**



**Figure, 2**

(Framework for Downward Accountability REPOA, 2007)

### **2.8.5. Roles and Mandates of Standing Committees**

The council is the decisive political body of a local government authority. The committee is thus not a body with political decision-making powers, but it is supposed to oversee the implementation of council decisions, i.e. the efficient and cost-effective management of local government affairs. The committee is therefore an organ between the council and the administration. It is overseeing the work of the administrative departments, but it is not itself an administrative body, since it is composed of political leaders. All committees have specific mandates, which reflect council objectives.

### **2.9. Local Election and Local Councils**

The right to vote and hold those in office accountable at the ballot box is a necessary element of democracy. As such, local elections are a central element of democratic governance closest to the people. In local elections citizens can personally know the candidates, can offer direct knowledge and information on the issues, and can communicate with elected officials on a frequent basis.

Local elections can have distinct advantages over national elections: as bellwethers of national political trends; as a first step towards a country's democratization process; or as a way to determine what matters most to voters. Without a system of local elections, the transition to democracy remains incomplete (IDEA2001).

In many African countries today, local elections are contested with much more passion, precisely because they are perceived to have much more significance for the daily lives of citizens than national polls. Nigeria's first local government elections, held in March 2004, are a case in point. During the polling, some 50 people were killed in political clashes between rival factions. Ethnic and religious tensions were heightened, and there were widespread allegations of irregularities. The turnout was very low, in part due to voters concerns about safety. (IRIN News, 30 March 2004.)

Nonetheless, the holding of local elections in Nigeria was a milestone, as well as a step forward in the halting process of democratization in Africa's most populous state. In Nigeria and

elsewhere, local elections are vital in so far as they provide a training ground for the next generation of national leaders (IDEA 2001). For example, once as he was the Secretary General of UN, Kofi Annan (2000) said: “Experience has demonstrated that local elections often provide the first direct link between a voter and an elected official. The performance of that individual will determine whether he or she is removed, re-elected or elected to higher office elected at the local level, provides an important training ground for promoting democracy at the national level. In addition, the pool of locally elected and often younger officials may serve as an important source of the next generation of national politicians” (Kofi ANNAN, 2000).

In most African states today, the process of decentralization has been ineffective in establishing viable democratic local institutions and processes. More attention needs to be paid to the design, conduct and administration of local elections and to the functioning of locally elected councils. Most election observation missions focus on legislative and executive polls at the country level: there is no major resource center that systematically tracks local elections around the world. Similarly, democracy promotion organizations need to concentrate more on the complexities of electoral system choice in cities where minorities are excluded from political life. Surely elections in cities with tens of millions of people deserve the focused attention of the international community. In the most conflict or corruption - prone arenas, therefore, international election observation and monitoring operations should be extended to the city level (IDEA, 2008).

### **2.9.1. The Local Council Charter for Northumberland**

This Charter sets out the relationship between the Principal Council (Northumberland County Council) and Local Councils (Town and Parish Councils) in Northumberland. The Charter has been developed to help local councils and Northumberland County Council work effectively in partnership, acknowledging that the two tiers need to work together closely in order to better serve local people. Northumberland County Council acknowledges that local councils are the grass-roots level of local government. By working in close partnership with local councils, Northumberland County Council aims to connect with local communities, understand their needs and respond to their priorities. In turn, the local councils recognize the strategic role of Northumberland County Council and the equitable distribution of services that it has to achieve. This framework document seeks to set out the building blocks of the critical relationship between

the County Council and the local councils. In supporting the development of a mutually beneficial working relationship, the Charter will outline the respective rights, roles and responsibilities of each tier, clearly defining the expectations that they may have of each other. The County Council aims, wherever possible, to communicate directly with individual local councils. In addition to defining the relationship between Northumberland County Council and the individual local councils the Charter also aims to clarify the relationship between the County Council and the Northumberland Association of Local Councils (NALC). NALC is a membership organization which supports individual local councils and which supports the relationship between the local council sector and other bodies, including Northumberland County Council. Background Northumberland County Council is the principal council within Northumberland. Northumberland has only recently seen the entire county parishes. Berwick became a town council and the south east of the county formed 8 parish councils in 2009. As the first tier of local government in England, local councils are statutory bodies with a range of powers, with members elected every four years and activities funded principally by an annual precept. The range and extent of powers possessed by local councils is expanding and the current policy context is developing to suggest that local councils will increasingly play a pivotal role in serving communities. This Charter therefore seeks to underpin any such developments. In their role as democratically accountable bodies, local councils offer a means of shaping the decisions that affect their communities.

They offer a means of decentralizing the provision of certain services and of revitalizing local communities. The previous local council charter for Northumberland was adopted in April 2009 at a time of significant change for the County. Further to local government reorganization and the subsequent formation of many new local types of council, 2011 was felt to be an opportune time to review the Charter principles. The Charter is designed to build on both the existing good practice set out within the previous Charter and the existing relationships between the County Council and local councils. It also embraces the principles of central government's quality town and parish council Scheme. Northumberland County Council is committed to promoting a 'think parish' approach.

This means, that in making decisions, elected members and officers will consider the impact of proposals on local councils and will consult with local councils and/or NALC as part of the process. In order for a 'think parish' approach to be effective it must be considered by all appropriate departments and elected members within the County Council.

Therefore, work will be undertaken to promote and cascade the Charter to Councilors and across the various departments of the County Council. Getting the relationship right there is a real opportunity for local councils to play a more prominent role in shaping their communities. Localism requires public bodies to engage with and be responsive to local needs and opinions. Increasingly localism will involve communities setting their own agendas, taking initiatives and making proposals which will require the County Council to respond and accommodate, as appropriate. The County Council recognizes local councils as a key voice of their local community. This in turn requires local councils to maintain a continuing relationship with their communities to ensure that their views and proposals are well-founded and that they are well-placed to plan for and address future needs and opportunities. It has emerged through recent policy announcements that there is real opportunity for local councils to play a more prominent role in shaping their communities. Northumberland County Council will:

1. Provide support to enable County Councilors to maintain links with local councils within their ward and share information on a regular basis.
2. Identify an Executive member with the responsibility for local councils in order to strengthen the on-going support to the sector.
3. Ensure that County Councilors are aware of any significant issues in their division that are raised by Local Councils.
4. Provide local councils with access to any public report on request.
5. Ensure that there is a consistent approach to the administration of local elections.
6. Involve local councils in an ethical standards regime involving a revised code of conduct and standards committee procedures.
7. Facilitate and run parish polls and referendum if requested by a local council at a cost to the local council.
8. Support local councils in local elections through advice as appropriate and cover a proportion of the election costs.

9. Offer support from county councilors and officers to local councils wishing to produce neighborhood plans.

10. Through the Locality Development Team, ensure that proposals which emerge from neighborhood plans and community led plans are considered and addressed by the appropriate officers or members, including those that do not fall within the County Council's statutory planning functions.

It is one which is representative it reflected, that socially and politically representative of the diversity of the people, and ensuring equal opportunities and protections for all its members while transparent is, being open to the people through different media, and transparent in the conduct of its business. Accessible it involves the public, including the associations and movements of civil society, in the work of parliament whereas accountable: this involves members of parliament being accountable to the electorate for their performance in office and integrity of conducted and effective means the effective organization of business in accordance with these democratic values, and the performance of parliament's legislative and oversight functions in a manner that serves the needs of the whole population.

## **2.10. Empirical Literature of the study**

### **2.10.1. The experience of some selected countries**

#### **India: Parliament**

The constitution of India recognizes a Parliamentary System of Government. Under such a system there is a curious mixture of the legislative and executive organs of the state. The Parliament provides the Council of Ministers to run the administration of the State and holds it responsible. Article 75(3) expressly states that the Council of Minister remains in office, so long as it enjoys the confidence of the Lok Sabha (Parliament). The Parliament can pass a vote of no confidence against the Council of Ministers which compels it to resign collectively. Thus, the parliament holds the ministers responsible individually and collectively. This critical function of the Parliament ensures a responsive and responsible government. The Parliament of India is composed of the President and the two Houses: the Lok Sabha (House of the People or the lower House) and Rajya Sabha (Council of States or the Upper House). The Lok Sabha is the body of representatives of the people. Its members are directly elected, normally 13 Compiled by the

Author from Association of Parliamentary Librarians of Asia and the Pacific (APLAP), Eighth Biennial Conference New Delhi, India, 18-22 January 2005. Once in every five years by the adult population who meet the requirements to vote. According to Indian Constitution, Lok Sabha is the House to which the Council of Ministers is responsible to and Money Bills can only be introduced and discussed in Lok Sabha. Also, it is Lok Sabha which grants the money for running the administration of the country (approves the budget). Members of Rajya Sabha, on the contrary, are not elected by the people directly but indirectly by the Legislative Assemblies of the various States. As an organ of information, the Parliament has a form Idabel role to play. All the important administrative policies are discussed on the floors of the Parliament. So that not only the Cabinets gets the advice of the Parliament and learns about its lapses but the nation as a whole is enlightened about serious matters of public importance. This undoubtedly contributes to the growth of political conscious on the part of the people. 43. In addition, in order to make the citizens aware of the deliberations in Parliament, the Lok Sabha Secretariat has taken several steps to record, telecast and broadcast the proceedings of its House with the help of the official Media (Sayeed 1992). The Press and Parliament work in India includes wider coverage of various parliamentary events, activities and functions of the Lok Sabha Secretariat. The work involves maintenance of liaison with the print and the electronic media and various publicity organizations in both government and the private sectors and is looked after by the Press and Public Relations Wing which is in existence since April 1956. All matters concerning the Press Gallery of Lok Sabha, including admission of newspapers, news agencies, electronic media and their representatives to the Press Gallery of Lok Sabha; granting of passes for Central Hall and Lobby facilities, Press Gallery facilities to correspondents under various categories, allotment of seats, issue of annual/sessional/temporary Press Gallery passes, providing facilities to the media persons covering proceedings of Lok Sabha and its other functions, dissemination of information to the public on the business transacted by the Lok Sabha and other allied matters are normally handled by the Public Relations wing of Lok Sabha (Laundy 1989). About 200 daily newspapers, news agencies and electronic media in various Indian languages are accredited to the Press Gallery of Lok Sabha and about 450 regular correspondents have got access to it. Of these, about 200 have access to the Central Hall where they can informally interact with the MPs/Ministers. In addition, about 600 correspondents from different news agencies are given temporary access facilities for covering the debates.

## **Zambia: Parliament**

With the wave of democratization taking place in Africa in the early 1990s, Zambia felt the need to change its system of governance from a single party state to a multi-party democracy in 1991. This reform was driven by three main reasons. First, to enhance democratic governance in the country: second, to strengthen parliamentary oversight of the activities of the Executive and third, to allow for increased participation of the citizens in the affairs of the country. With a view to addressing some of the limitations and inconsistencies which existed in the one-party system of governance there was an overarching need to introduce parliamentary reforms. The Parliamentary Reform Program was adopted to enable the Zambian Parliament bring about accountability, transparency, and good governance in the government system. In addition, the need to realign the handling of the business of the House arose out of the trend that existed in previous Zambian legislatures where most parliamentary businesses were dealt with in committees. To conduct the reform, exercise an Ad hoc Reforms Committee was appointed. The Committee's task was to undertake a study and make recommendations in key areas which needed the reform. Following the adoption of the recommendations, the Parliament started implementing some reforms in the recommended areas, such as: (I) extension of live broadcasts of parliamentary debates on the radio from 20 to 50 kilometers radius and the subsequent creation of the Parliament Radio to broadcast parliamentary debates live to all towns on the line of rail; (ii) introduction of live television broadcast of parliamentary debates by the Zambia National Broadcasting Corporation; (iii) creation of the Parliamentary Website; and (iv) relaxation of the dress code for members of the public wishing to visit the National Assembly, which in turn led to more visitors attending sittings of the House.(from [www.parliament.gov.zm](http://www.parliament.gov.zm))

## **England: Parliament**

England has since 1994 been subdivided into nine regions. One of these, London, has an elected Assembly and Mayor, but the others have a relatively minor role. Below the region level and excluding London, England has two different patterns of local government in use. In some areas there is a county council responsible for services such as education, waste management and strategic planning within a county, with several district councils responsible for services such as housing, waste collection and local planning. These councils are elected in separate elections. Some areas have only one level of local government, and these are dubbed unitary authorities.

Councils in England have historically had no split between executive and legislature. Functions are vested in the council itself, and then exercised usually by committees or subcommittees of the council. The post of leader was recognized, and leaders typically chair several important committees, but had no special authority. The chair of the council itself is an honorary position with no real power. In 2000, Parliament passed the Local Government Act 2000 requiring councils to move to an executive-based system, either with the council leader and a cabinet acting as executive authority, or with a directly elected mayor with either having a cabinet drawn from the councilors or a mayor and council manager. Councilors cannot do the work of the council themselves, and so are responsible for appointment and oversight of officers, who are delegated to perform most tasks. Local authorities nowadays have to appoint a 'Chief Executive Officer', with overall responsibility for council employees, and who operates in conjunction with department heads. The Chief Executive Officer position is weak compared to the council manager system seen in other counties. Councils also have a general power to "promote economic, social and environmental well-being" of their area. However, like all public bodies, they are limited by the doctrine of ultra vires, and may only do things that common law or an Act of Parliament specifically or generally allows in contrast to the earlier incorporated municipal corporations which were treated as natural persons and could undertake whatever activities they wished (Wikipedia, 2010).

### **South Africa: Parliament**

South Africa government structure divided into four levels of administration: national, provincial, district, and municipal. There are currently 283 municipalities and the government divide them in to three categories, A, B, and C. Category A encompasses the six largest cities. Category B consists of all other inhabited areas. Category C municipalities have populations that are very small and widely scattered. (Hoffman, 2008) When the ANC (Africa National Congress) took power in 1994, two of its most important priorities were to reduce economic inequality and increase political accountability (McDonald and Pape 2002 cited in Hoffman, 2008). To carry out these efforts at the local level, the ANC government allocated local governments important political and economic powers (RSA 1998, RSA 2004 cited by Hoffman, 2008). Economically, the central government delegated to local governments the responsibility to provide almost all public services, with the exception of education and housing.

The government attempted to create strong political accountability, and hence the incentive for local governments to provide these services, through direct elections for local councilors. (Hoffman, 2008)

The Local Government Transition Act (Act 209 of 1993) defined a three-stage process for the restructuring of local government. Elections were held for transitional local councils in 1995/96, 24 which allowed for some continuity of delivery until the second phase of local government reform were launched. The councils were established by Local Government Negotiating Forums comprising, on a fifty-fifty basis, former local authority personnel (mainly white) and new interest groups previously excluded from the apartheid structures (mainly black). While this did much to broaden the access, presence and influence of formerly disadvantaged groups, women were not well represented on the Local Government Negotiating Forums, which in turn were not well attuned to gender issues. (Beall, 2004) The White Paper on Local Government announced a new vision for local democratic government, known as developmental local government.

This means local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives (Cooperative Governance and traditional Affaires (COGTA, 2009).

## **Conclusion**

In this part of the study the researcher tries to review conceptual and theoretical issues related with the topic under study. Theoretical issues related with local administration, democracy, good governance and decentralization were reviewed and empirical review of the experience local democracy in some selected countries also made. Local government is the third level of government deliberately created to bring government to the grass-root population and gives the grass roots population a sense of involvement in the political process that controls their daily lives. This level of government as they are close to the public need to be democratic and should promote good governance so as to satisfy the needs and interests of the people. Similar to other tiers of government local governments they have three organs these are legislative, executive and judiciary.

In this literature the researcher supports the idea that democracy and governance have symbiotic and complementary relationships. As Obaindullah (2001) argued that Rule of law, accountability, transparency, efficiency, effectiveness, representation, responsiveness, participation constitutes the input geared to produce the cherished output Good Governance ‘, find its proper manifestations through the institutional mechanisms of representative legislature, responsive bureaucracy and committed executives. Thus, Democracy and Good governance are two intermingled terms, if democracy can establish its objectives that it thrives for. Again, without good governance, democracy would be hollow within or at least formal than real Ayoub (2010) noted two different schools of thought on local democracy.

According to the first ideal democracy entails involving citizens directly in all matters related to their society and country. According to the second, modern units of local administration are too large for direct participation in them to be feasible. Thus, the best, and only practical, form of democracy that we can aspire to is representative democracy, through which citizens choose their representatives who in turn adopt policies and decisions which are binding on all citizens. In Ethiopia context it is hard to use direct democracy at kebele level since kebele is established on a geographical area in which 100,000 more people reside. Therefore, it is the researcher’s position to advocate representative democracy at kebele level but it should be backed by active public involvement so as to realize the public interest.

In order to promote democracy and good governance at local governments ‘power and resources should be devolved to this level of government and this brings the idea of decentralization. It was realized that one of the main rationales for opting for decentralized system of governance is the need to create democratic system at local level. A democratic local government exists when it is Participatory, accountable, and responsive for local interests. In order to create such a democratic local government, therefore, local government should be constituted by elected official rather than by centrally appointed officials (Bethams 1996).

Democratic local governance is autonomous levels of local government, vested with authority and resources that function in a democratic manner. That is, they are accountable and transparent, and involve citizens and the institutions of civil society in the decision-making process. Democratic local governance looks beyond local government administration and service delivery to institutions and structures that enable people to decide things and do things for them.

It emphasizes the presence of mechanisms for fair political competition, transparency, and accountability, government processes that are open to the public, responsible to the public, and governed by the rule of law.

Therefore, it is based on the above theoretical framework that the researcher wants to assess democratic public institution called local level councils found at kebele government of Hossana City Administration. Using the above theoretical concepts as an underpinning the researcher aims to identify the challenges and prospects that the councils face in the process of promoting democracy and good governance.

## **CHAPTER THREE**

### **3. Methodology of the Study**

#### **Introduction**

This chapter presents details of the research design and methodology. This includes the research design, sample size and sampling technique, data source and collection method, Procedure of data collection, questionnaire and reliability test. At the end the method data analysis was presented.

#### **3.1 Research Design**

This study was conducted in selected *kebeles* of Sechduna (Betel, Arada, Sechduna *kebeles*), Gofermeda (Bobicho, Jalo-naramo, Heto *kebeles*) and Addisketema (Meilamba, Lichiamba *kebeles*) a sub-city of Hossana City Administration. The most statistical branch areas applied for this research data were descriptive study designed to look into the operation of kebele council in relation with local democracy principles. The focused areas of study were explaining factors that challenged the activity of kebele councils in promoting democracy. It also seeks to identify the *kebeles* council's activity in promoting democracy among local people and analyze their position against the stated principle of democracy.

#### **3.2 Study population, Sample Size and Sampling Procedure**

The total population of this study was 1600 council members found in eight (8) *kebeles* of Hossana city Administration. *Kebele's* of administration taken as a focal point for this study, because of their strategic place in the current city structure and it is the only actors engaged in the democracy promotion work. *Kebeles* in the city administration are the prime contact that citizens first consult for service and related issues and a viable for socio-economic development at the local level. *Kebeles* in the city currently hold strategic position and are close to the public so that they need to be functional and alert to respond to the public demand. The city administration has three sub-city (Sechduna, Gofermeda and Addis-kefilaketema) and eight *kebeles* (Lichi-amba, meili-amba, Sechduna, Heto, Jalo-naramo, Bobicho, Betel, and Arada).

Most *kebeles* and sub-city have similar structure but different in terms of socio-economic conditions and geographic disparity. Given this fact the researcher clusters the all *kebeles* into two clusters: partly border *kebeles* or low economic status (Jalo-naramo *kebele*, Heto, Bobicho and Lichi-amba *kebeles*) and center of the city or high in economic status (Sechduna, Betel, Arada and Meil-amba *kebeles*) one kebele from each cluster has been selected by using simple random sampling.

Therefore, Sechduna *kebele* from center cluster and Jalo-naramo *kebele* from partly border cluster were selected. After, identifying two (2) *kebeles*, the researcher purposively selects two hundred-sixty (260) *kebele* council's members from two (2) *kebeles* for the purpose of administering questionnaire. Each kebele council constitutes two hundred (200) members, but only one hundred-thirty (130) individual (council members) who regularly attended meetings and seriously perform their duties and responsibility were purposively selected. Therefore, one hundred thirty (130) council members from each two (2) *kebeles* were sample individual hence a total of two hundred-sixty (260) council members were sample for this study.

### **3.3. Source and Data Type**

The researcher was identified *kebele's* councils of Sechduna, and Jalo-naramo as the main data source and both primary and secondary data were used to make the analysis.

### **3.4. Data Collection Instrument**

Data essential for this study was collected through the use of different instruments and the details of each techniques of data collection stated below. Primary data pertinent to the study collected through questionnaire, interview, key informant, observation, and secondary data was obtained through the analysis of published and unpublished document sources.

### **3.4.1. Primary Data**

#### **Questionnaire**

The researcher designed questionnaire of both open and closed end so as to elicit data from the respondents. The questionnaire was prepared in both Amharic and English and administered on the convenience of respondents. Prior to the distribution of questionnaires, the researcher contacted the chair-person of *kebeles* councils in order to identify those members of the councils who regularly attended council meeting and properly discharged duties.

#### **Key informant Interview**

Unstructured interview was held with different service users in the *kebeles* in order to triangulate and determine the council's effort to be democratic; transparent, responsive, accountable in its conduct and in the process of improve service delivery. Key informant interview was held with ten (10) chair-persons of sample *kebeles* council. Again, by the recommendation of chair-persons of the council's key informant interview was held with workers of chair-person office, selected members and secretariat of the standing committee. The recommendation of the chair-person demanded in order to identify those respondents who had sufficient knowledge about the issue under study.

#### **Observation**

Field observation as a tool to gather first-hand information was done in regular meeting and discussion time of councils and standing committee meeting too. In order to determine the council's overall operation and internal working procedure, observation was conducted during the council's report hearing session and meeting time and the standing committee as well.

### **3.4.2. Secondary Data**

The secondary data more or less collected from published and unpublished documents, and magazines that were made available. Other books, reports and internet source were also be used in the process of data gathering. FDRE constitution, minutes, and reports compiled by the spokes-person office and standing committee are also consulted.

### **3.5. Method of Data Analysis**

The raw data were summarized and organized. Data collected through questionnaires ‘were analyzed quantitatively using simple tables and percentages, while data collected through Key informant interviews were analyzed thematically based on descriptive analysis. On the other hand, data obtained from secondary source were also analyzed using content analysis techniques.

## CHAPTER FOUR

### 4. Data Analysis, Presentation and Interpretation

#### 4.1. Introduction

This topic addressed the overview of whole study and analysis of the problem in different dimensions and overview of the council's operation followed by presentation of primary and secondary data along with their analysis and implications. The most statistical branch areas applied for this research data were descriptive and explanatory study designed to look into the operation of kebele council in relation with local democracy principles. The focused areas of study were explaining factors that challenged the activity of *kebele* councils in promoting democracy. It also seeks to identify the *kebeles* council's activity in promoting democracy among local people and analyze their position against the stated principle of democracy. *Kebele's* of administration taken as a focal point for this study, because of their strategic place in the current city structure and it is the only actors engaged in the democracy promotion work. Kebeles in the city administration are the prime contact that citizens first consult for service and related issues and a viable for socio-economic development at the local level. Kebeles in the city currently hold strategic position and are close to the public so that they need to be functional and alert to respond to the public demand. The city administration has three sub-city and eight *kebeles*. Most *kebeles* and sub-city have similar structure but different in terms of socio-economic conditions and geographic disparity.

Given this fact the researcher clusters the sub-cities into two groups: partly border *kebeles* or low economic status and center of the city or high in economic status and randomly selected one *kebele* from each cluster. Therefore, Sechduna kebele from center cluster and Jalo-naramo kebele from partly border cluster were selected. After, identifying two (2) *kebeles*, the researcher purposively selects one hundred thirty (130) kebele council's members from two (2) *kebeles* for the purpose of administering questionnaire.

Each *kebele* council constitutes two hundred (200) members, but only one hundred thirty (130) individual (council members) who regularly attended meetings and seriously perform their duties and responsibility were purposively selected. Therefore, one hundred thirty (130) council members from each two (2) *kebeles* were sampling individual hence a total of two hundred sixty (260) council members were sample for this study.

With the help of chairpersons of the sample *kebeles* councils, the researcher identified the respondents and distributes 260 questionnaires to be filled. Finally, all 260 (100%) of respondent correctly filled and return the questionnaire. In addition, all chairpersons and secretariat of the council and selected members of the standing committee, staff of chairperson office and members of the community were also interviewed in order to get primary data. To raise the quality of data obtained and triangulate the responses, field observation and analysis of the necessary document were also made. During the regular meeting of the council the researcher attended six (6) regular meeting in order to determine; how the meeting is conducted, agenda issues, and the overall conduct of the council. The city charter, election proclamation, reports, minutes and other necessary legislations were also consulted to examine the formal power, duties and responsibilities of kebele council.

#### **4.1. General Characteristics of the Respondent**

In this part of the study, the researcher presents personal information of respondents and the necessary meaning and implication of their response were also made. Therefore, from the perspectives of democratic value of representation necessary analysis in-terms of gender and age were given below.

**Table 1: Personal information of Respondents**

No	Item		Kebele				Total	
			Sechduna		Jalo-naramo			
			Fq.	%	Fq.	%	Fq.	%
			130	50	130	50	260	100
1	Sex of the Respondents	A. Male	74	28.46	70	26.92	144	55.38
		B. Female	56	21.54	60	23.08	116	44.62
		<b>Total</b>	<b>130</b>	<b>50</b>	<b>130</b>	<b>50</b>	<b>260</b>	<b>100</b>
2	Age of the Respondent	A.18-35	20	7.69	30	11.54	50	19.23
		B.36-45	62	23.85	52	20	114	43.85
		C.46-65	40	15.39	44	16.92	84	32.31
		D. Above 65	8	3.07	4	1.54	12	4.61
		<b>Total</b>	<b>130</b>	<b>50</b>	<b>130</b>	<b>50</b>	<b>260</b>	<b>100</b>
3	Education status	A. read and write	42	16.15	38	14.62	80	30.77
		B. High school complete	20	7.69	24	9.23	44	16.92
		C. Certificate	24	9.23	28	10.77	52	20
		D. Diploma	36	13.85	32	12.31	68	26.15
		E.1st Degree	6	2.31	8	3.07	14	5.39
		F. Master's Degree and above	2	0.77	0	0	2	0.77
		<b>Total</b>	<b>130</b>	<b>50</b>	<b>130</b>	<b>50</b>	<b>260</b>	<b>100</b>

**Source: own survey, 2018**

As it is depicted in the table 1 above, the sex composition of the respondent reflected that 55.38% (28.46% from Sechduna and 26.92% from Jalo-naramo) of the total respondent were male and the remaining 44.62% (21.54% from Sechduna and 23.08% from Jalo-naramo) were female respondent. This composition of gender implies that male councilors are actively involved in the council business as the sample selection is done based on active involvement. This implies that even if the representations of female council members are not as such low, but still there is a male dominancy.

With regard to age composition, young respondents with the age range 18-35 constitute 19.23% of the total respondent. While majority of the sample respondent were adult that fall under the age range of 36-45 constitute 43.85% of the respondent, age range of 46-65 holds 32.31% and age ranged above 65 accounts 4.61% of the total respondents. Hence young people are not actively involved in the council's activity. Similarly, the researcher reviewed personal record of all councilors in sample *kebeles* and identified that majority of councilors are between the age group of 36-45 and above. But young people who are expected to be the future leaders of the system are underrepresented and it is more likely that issues concerning to the youth might not been well entertained in the council operation since youths did not have sufficient seats. In terms of enabling future leader and politicians, and creating learning environment, much has not been done as the youth are still underrepresented in the political and social ground that the council is meant to deal with.

Item 3 of table 1 shows the educational profile of respondents. Accordingly, 30.77% of the total respondents who are able to only read and write (primary education background) constitute the majority. 16.92% of the total respondents are high school complete and 20% and 26.15% are certificate and diploma holders respectively. First-degree holder and above are rare, i.e. 5.39% and 0.77% respectively.

In general, the overall educational status of councilors in the sample kebele is relatively high in read and writes which compared with each other of the education status. Moreover, in the document analysis it is found that limited numbers of councilors are also illiterate who could not read and write according to interview responds. But the duties and responsibilities of councilors demanded well aware, qualified and educated councilors who are able to oversee the service delivery process, review budget of *kebeles*, and amplify the needs & interests of communities. With this given educational Status it is not viable to imagine that councilors successfully accomplish their assigned duties unless they equipped with the necessary knowledge of governance, budget and public service delivery.

This implies that the duties and responsibilities of urban local council are required highly educated personnel but as the responses given that the majority of the ULC are not capable enough to promote democracy.

## 4.2. Practices of urban local council in promoting democracy.

The inevitability of the local level council should not be questioned given that, ideally it furnished all the way to democracy, good governance and maximum benefit of the society. But all these virtues realized when all the stakeholders are conscious of it and strive for implementation. Accordingly, in the following table respondents were asked few questions that can disclose the above issues.

**Table 2: Practices of urban local council in promoting democracy.**

No	Item	Kebele				Total		
		Sechduna		Jalonaramo		Fq.	%	
		Fq.	%	Fq.	%			
		130	50	130	50	260	100	
1	The democracy practiced at the local level Contribute to the democratization process	A. Strongly agrees	20	7.69	24	9.23	44	16.92
		B. I agree	76	29.2	68	26.15	144	55.39
		C. I agree partially	24	3	30	11.54	54	20.77
		D. Strongly disagrees	0	9.23	0	0	0	0
		E. Disagree	4	0	2	0.77	6	2.31
		F. partially disagrees	4	1.54	6	2.31	10	3.84
		G. I don't have any opinion	2	0.77	0	0	2	0.77
2	The definition of democracy is more clear to Hossana City Councils	A. Yes	41	31.5	39	30	80	61.54
		B. No	24	18.4	26	20	50	38.46
3	The urban local level council system setup is necessary	A. Yes	37	28.4	40	30.77	77	59.23
		B. No	28	21.5	25	19.23	53	40.73
4	If your answer is Yes for Q3, why Council System set up is necessary	A. To gives quick response to community need	42	16.1	38	14.62	80	30.77
		B. It is good mechanism to teach democracy to local people	20	7.7	24	9.23	44	16.93
		C. Society may have sense of part of government	26	10	28	10.77	54	20.77
		D. To introduce government policy, agenda, and strategy to local people	36	13.8	32	12.30	68	26.15

		E. It is training ground for political leadership	6	2.31	8	3.08	14	5.39
5	The principles of democracy more appropriate in Hossana City Council to promote democracy	A. Yes	78	30	82	31.54	160	61.54
		B. No	52	20	48	18.46	100	38.46
6	If your answer is No for Q5, Which principle is more shock in The Hossana city councils	A. Transparency	20	7.69	30	11.54	50	19.23
		B. Accountability	62	23.8	52	20	114	43.85
		C. Responsiveness	40	15.4	44	16.92	84	32.31
		D. Impartiality	8	3.07	4	1.54	12	4.61

**Source: own survey, 2018**

As it is clearly indicated in item 1 of table 2, "the democracy practiced at the local level contribute to the democratization process" 44(16.92%) of the respondents were strongly agreed which means (7.69% from Sechduna and 9.23% from Jalo-naramo), 144(55.39%) were agreed, 54(20.77%) of the respondents at least or partially agreed, on the other hand, 6(2.31%), 10(3.84%) and 2(0.77%) of the respondents were disagreed, partially disagreed and no response respectively. This shows that even though it was responded by the majority (55.39%) of the respondents the democracy practiced at the local level contribute to the democratization process, the interview held with members of the community it was learned that some of the community members do not know even the existence of the council and they do not know that the council is meant to serve them. Given to this circumstance, it is difficult to look for psychological benefit from the society where in people have low attitude towards the council and their importance. Thus, as it was triangulated by interview the concept of democracy was not clearly applicable in Hosanna city administration to all over the sector.

In item 2 of table 2, 160 (61.54%) of the councilors responded "Yes" which means (31.54% from Sechduna and 30% from Jalo-naramo) were believed that the definition of democracy was clear to Hossana city councils. On the contrary, 100(38.48%) of the respondents were assured that the definition of democracy was not clear to Hosanna city councils. Therefore, the idea of installing democracy at local level is with the intention to address the needs, interests and problems of local people by closely interacting with people who really face the problem. Democratically organized Council at local levels is meant to serve as a bridge between the public and bureaucracy through a mechanism of amplifying the community interests and taking back the executive's response to the local community. Concerning the importance of the urban local level

council system set up on item.no.3, 144(59.23%) of the respondents said "Yes" whereas the rest 106 (40.73%) of the respondents claimed " No". This implies that the urban local level council system set up is very significant. The open-ended questions respondents and interviewed individuals further averred that, it is no doubt that the system is very necessary and when they justify their answer they replied that if it is correctly made ground the system is very important to solve community problem as there is no government institution close to the public, like the council at *kebeles* level. The interviewee also rationalized that the system is good mechanism to teach democracy-building process at local level, helps the community to have a sense of part of government, introduced government policies & programs and it is a training ground for future political leadership. Nevertheless, what the entire respondent justifies is the ideal virtue of local democracy while the existing reality at *kebeles* level reveals that council practically do not provide the intended benefit to the local people. Therefore, it can be deduced that councilors and workers of the council office have better understanding of the system and its ideal benefit even though they had never been offered to training program that can boost up their awareness.

Regarding to table 2 Item 4 the reason for the importance to the urban local level council system set up were responded by 80 (30.77%), 44 (16.92%), 54 (20.77%), 68(26.15%) and 14(5.39%) of respondents sequentially to give quick response to community need, it is good mechanism to teach democracy to local people, society may have sense of part of government, to introduce government policy, agenda, and strategy to local people, it is training ground for political leadership. This implies that the urban local council system set up has various importance' to enhance democracy to community under study. Item 5, Of table 2 is concerned, to the question whether the principles of democracy more Appropriate in Hossana City Council to good governance, 80(61.54%) of the respondents replied "Yes" whereas 50(38.48%) of the respondents claimed "No". This indicates that even though the majority (61.54%) of the respondents assured that the principles of democracy more appropriate in Hossana City Council to promote democracy, but the responses given by interviewees & 38.54%) of the respondents claimed that the opposite. So, in case of the appropriate utilization of the principle of democracy in order to promote democracy has gap in Hosanna city local council. In item 6 of table 2, the respondents who responded "No", were asked to forward the reasons 50 (19.23%), 114(43.85%), 84(32.31%) and 12 (4.61%) of the respondents responded sequentially transparency, accountability, responsiveness and impartiality. This shows that the majority respondents assured that accountability was more shocking problem in promoting democracy in Hosanna city council.

### 4.3. The major contributions of urban local councils to promoting democracy

From table 3, we discussed that the important role to promote democracy by enhancing the opportunities of urban local council. This concept addresses all dimensions especially; it handles the attitudes of respondents. It depends on individual participants of responses and statistical frequencies were given on table 3.

**Table 3: The major contributions of local council to promote democracy**

No	Item		Kebele				Total	
			Sechduna		Jalo-naramo		Fq. %	
			Fq.	%	Fq.	%		
			130	50	130	50	260	100
1	The urban local council members of HCCs have contribution to promote democracy	A. Yes	82	31.54	78	30	160	61.54
		B. No	48	18.46	52	20	100	38.46
2	what kinds of roles/ contributions more appropriate for urban local councils to promote democracy?	A. Controlling and monitoring the executive tasks	20	7.69	30	11.54	50	19.23
		B. Hearing public agenda	62	23.85	52	20	114	43.85
		C. Field tasks	40	15.38	44	16.92	84	32.30
		D. All of the above were functional	8	3.08	4	1.54	12	4.62
3	The council meetings usually well attended by councilors	A. Yes	80	30.77	74	28.46	154	59.23
		B. No	50	19.23	56	21.54	106	40.77
4	If your answer is No, in Q3 what is the reason behind?	A. Due to low motivation to attain	62	23.85	58	22.31	120	46.15
		B. Lack of time and role conflicts	38	14.62	40	15.39	78	30
		C. Interest conflict	10	3.85	12	4.61	22	8.46
		D. the venue and time of Meeting is inaccessible	12	4.62	10	3.84	22	8.46
		E. lack of confidence On the essentialness Of the system	8	3.08	10	3.85	18	6.93
5	The HCCs have an Important role to promote democracy for sustainable social needs & benefits of Hosanna city administration.	A. Excellent	10	3.85	18	6.92	28	10.77
		B. Very good	32	12.31	34	13.08	66	25.39
		C. Good	78	30	74	28.46	152	58.46
		D. Poor	6	2.31	0	2.31	6	2.31
		E. Neutral	4	1.54	4	1.54	8	3.08

6	The council members bring the communities agenda for discussion.	A. Yes	90	34.62	80	30.77	170	65.39
		B. No	40	15.39	50	19.23	90	34.62
7	If your answer for Q.6 Is no, who proposed the agenda for discussion?	A. The higher body at the tier	82	31.54	78	30	160	61.54
		B. Party organizers	40	15.38	52	20	92	35.38
		C. The kebele executives	8	3.08	0	0	8	3.08

**Source: own survey, 2018**

Item 1 of table 3, 160(61.54%) of the total respondent that means (31.54% from Sechduna and 30% from Jalo-naramo) replied that they believed the urban local council members of HCCs have contribution to promote democracy while 100(38.46%) of the respondents responded HCCs have no contribution to promote democracy. We can deduce that though the majority (61.54%) of the respondents confirmed that the urban local councils have contribution to promote democracy, the data gathered by interview from key informants & 38.46% of the respondents assured that the contribution of the urban local councils of Hosanna city administration was low.

Item 2 of table 3, 50 (19.23%) of the respondents responded that controlling& monitoring the executive task was more appropriate to promote democracy, 114(43.85% ) of the respondents assured that hearing public agenda were more appropriate to promote democracy,84(32.30%) of the respondents confirmed that field task was more appropriate to promote democracy and also 12(4.65%) of the respondents responded that all of the above contributions were more appropriate to promote democracy. This implies that as it was indicated by majority (43.85%) of the respondents assured that public agenda is more appropriate to promote democracy.

Regarding to item.3 of table.3, 154(59.23%) of the respondents responded that the council meetings usually attended by councilors whereas 106(40.77%) of the respondents responded that the council meetings were not usually attended by councilors. This shows that the majority of the respondents agreed that there were regular council meetings. But, as it was assured by data gathered from interviewer& 40.77% of the respondents, the council meetings were not usually attended by councilors. So, the idea of installing democracy at local level is with the intention to address the needs, interests and problems of local people by closely interacting with people who really face the problem.

In item, 4of table 3, the reason for not attending the councilor meeting 120(46.15%) of the respondents responded that due to low motivation to attain while 78(30%) of the respondents responded that lack of time and role conflicts, also 22(8.46%) of the respondents responded that interest conflict and 22(8.46%) of the respondents responded that the venue and time of meeting inaccessible again 18(6, 93%) of the respondents responded that lack of confidence on the essentialness of the system. This depicts that there was the problem of attending council meetings regularly. In this regard the councilors were not in a position to solve the community's problems particularly in promoting democracy.

As far as item 7 in table 3 is concerned 160(61.47%) of the respondents assured that the higher body at the tier proposed the agenda for discussion whereas 92(35.38%) of the respondents responded that party organizers proposed the agenda for the discussion and also 8(3.08%) of the respondents confirmed that the kebele executives proposed the agenda for the discussion. This implies that even though, the council members had to bring the communities agenda for discussion and democratically organized council at local levels is meant to serve as a bridge between the public and bureaucracy through a mechanism of amplifying the community interests and taking back the executives response to the local community, but as it was declared by the majority (61.47%) of the respondents the public agenda brought by the higher body at the tier for the discussion. This assured that the council members were incapable to play their assigned role & left the public problems to be unsolved.

Moreover, most community members do not have confidence over the council ever since as they do not get any promise fulfilled made by the council. Another interview was also held with selected members of the standing committee, chairperson. And the interviewed individuals confirmed that there is no financial and material benefit forwarded to councilors. The duties and responsibility of councilors demanded hard commitment and perseverance but without benefit offered, they could not be motivated and strives to the discharge of their duty. As there is no benefit that the councilor enjoyed, they will not be motivated to serve the public since it is natural that people get awake when they perceive some kind of benefit.

#### **4.4. The major challenges of urban local council in promoting democracy**

The idea of Contribution of local council member in promoting democracy is with the intention to address the needs, interests and problems of local people by closely interacting with people who really face the problem.

**Table 4: The major challenges of urban local council in promoting democracy**

No	Item	Kebele				Total		
		Sechduna		Jalo-naramo		Fq.	%	
		Fq.	%	Fq.	%			
		130	50	130	50	260	100	
1	Are there any problems that tackled on urban local council in order to promoting democracy in Hosanna city Administration?	A. Yes	90	34.62	80	30.77	170	65.39
		B. No	40	15.39	50	19.23	90	34.62
2	If your answer to the above question is yes, which Type of obstacles More aggravate in the city	A. Lack of transparency	20	7.69	30	11.54	50	19.23
		B. Lack of Awareness concerning to democracy	62	23.84	52	20	114	43.84
		C. Lack of desirable attitude	40	15.39	44	16.92	84	32.31
		D. All of the above Were functional	8	3.08	4	1.54	12	4.62
3	Do you believe that the absence of opposition party is one of the challenges to promote democracy?	A. Yes	74	28.5	66	25.4	140	53.9
		B. No	56	21.54	64	24.6	120	46.14
4	Do you believe that absence of legislative power affects the Councils operation?	A. Yes	86	33.1	88	33.85	174	66.95
		B. No	44	16.9	42	16.15	86	33.05
5	Does the council have the power and resource to carry out its duty responsibility?	A. Yes	42	16.15	36	13.85	78	30
		B. No	88	33.85	94	36.15	182	70
6	Do you believe that councils at kebele level effectively addressing community problem?	A. Yes	68	26.15	72	27.7	140	53.85
		B. No	62	23.85	58	22.33	120	46.18
7	Does the council have the ability to influence policies, and laws initiated and promulgated by higher bodies?	A. Yes	66	25.38	74	28.46	140	53.84
		B. No	64	24.6	56	21.54	120	46.14

Source: own survey, 2018

Item 1 of table 4 below divulges that, 170(65.39%) of the total respondent replied that they knew that there were problems that tackled on urban local council in order to promoting democracy in Hosanna city administration while 90(34.62%) claimed that there were no problems which could

be tackled on the urban local council in order to promoting democracy in Hosanna city Administration. This implies that the majority of the respondent's responses assured that there were problems that tackled on urban local council to promote democracy. In addition to this the reality obtained by interview responses revealed that the same which means there were different problems that tackled to promote democracy by urban local council of Hosanna city administration. In line with this lack of awareness were the most obstacles that aggravate in the city.

The whole seats of *kebele* council under study occupied by ruling party since the opposition party did not contest in the past local election because of internal and partly external problems. Considering this situation, the researcher in item 3 of table 4 asked respondents that whether the absence of opposition party affects the council business in-terms of availing alternative idea and debate. Accordingly, 53.91% (28.5% from Sechduna and 25.4% from Jalo-naramo) of the total respondent believes that the absence of oppositions affects the council's business as there is no alternative idea and debate over what is best to the people. 46.14% (21.54% from Sechduna and 24.6% from Jalo-naramo) of the total respondent replied that the absence of oppositions does not affect the council's business. During the observation secession the researcher understands that there is no alternative idea brought to the stage and all what councilors forwarded is idea that supports what is already said in the stage. Since every member belongs to the ruling party, no members in the observation time dare to criticize policy and attempts to bring alternative idea. If oppositions had some place/seats in the council, it will be good for the flourishing of democracy as it seeks diversity of idea, debate and argument over what is best, and the public will get maximum benefit out of it.

As it is shown in item 4 of table 4 above, 33.05% (16.9% from Sechduna and 16.15% from Jalo-naramo) of the total respondent believes that absence of promulgater power affects the council business but majority 66.95% (33.1% from Sechduna and 33.85% from Jalo-naramo) of the respondent replied that the absence of promulgater power do not affect the council's business. Since there is no organ of government close to the people like *kebele* councils, they should not expect and wait problems to be corrected by higher body. Instead it is wise to empower *kebele* councils to promulgate laws and rule that considers the context of their *kebele*.

In item 5 of table 4 respondents were asked about the availability of sufficient resources and power to accomplish duties and responsibility of the council. Accordingly, 30% (16.15% from

Sechduna and 13.85% from Jalo-naramo) of the respondent confirms that the council have sufficient resources and power to do its business but majority of the respondent 70 % (33.85 % from Sechduna and 36.15 % from Jalo-naramo) replied that the council do not have sufficient power and resources. During the visit in the selected kebele councils and from document analysis the researcher understood that there is a shortage of resource in the council and standing committee as well. It is also confirmed by interview held with chairperson and secretariat of standing committees that they face finance and material problem in the process of doing their business. The standing committee members 'interviewed added that let alone the payment for what they work; they could not get even stationary materials and telephone service. With regard to power, the council could not take any measure even if they detect problem in the service delivery and the executive of *kebeles* are more likely powerful. The council alone could not have the power to take any measure and for every action they need to respond, first they have to secure conformation from sub-city and *kebele* cabinet. Nevertheless, what they did is just identify the problem and send it to the sub-city and for their activity they have to secured approval and blessing from kebele executives and kebele council. Theoretically elected council in local administration holds the highest authority but the practice reveals that the executive domination is strong and kebele cabinet is the mover and shakers of the system.

Item 6 of table 4 indicates that 46.18 % of the total respondents (23.85% from Sechduna and 22.33 from Jalo-naramo) answered that the council at *kebele* level are effectively addressing community problem. However, the rest majority 53.85% (26.15% from Sechduna and 27.7% from Jalo-naramo) replied that the councils are not effective in addressing community problems. During the observation in the council's regular meeting, the researcher identified councilors complaining about the unresolved problems presented to the house. Few councilors were talking about sever problems resides in their *kebeles* that are not yet get resolved. For example, problems like garbage collection, water supply, power, security, road maintenance, illegal settlement, drainage, public toilet were frequently mentioned.

In analyzing the minutes and recorded document, it is also found that majority of the issue brought to the *kebeles* executive that seeks solution were not effectively dealt with and resolved though strong claim is made by few councilors. Surprisingly enough council has not been made any measure on the executives for their failure to address community questions. With this regard it is fair to say that councils are putting efforts to effectively resolve community problems but

they are failed to hold the administration accountable for its failure to address community questions.

Item 7 of table 4 also shows the ability of kebele councils to influence upward in the tier. Accordingly, 46.14% (24.6 % from Sechduna and 21.54 % from Jalo-naramo) of the total respondent replied that the council at kebele level has the ability to influence policies and laws initiated and issued by sub-cities and/or city administration. But majority 53.84 % of the respondent (25.38 % from Sechduna and 28.46 % from Jalo-naramo) confirmed that kebele council lack the ability to influence policies and programs initiated at the top. In the interview made with committee member, chairperson the researcher determines that kebele council does not have the capacity to do so and most programs and issues initiated by higher government. In the process of designing a program or law, the city administration does not invite representatives of kebele councils and the draft law does not send to kebele council discussion. As a result, some programs did not consider the context of *kebeles* and no mechanism is installed to get input for policies from kebele council members no matter how kebele councilors knows the grassroots situation better than city administration.

#### **4.5. The mechanism how to be solved the challenges of democracy in order to promoting democracy.**

**Table 5: The mechanism how to be solved the challenges of democracy in order to promoting democracy.**

No	Item	Kebele				Total		
		Sechduna		Jalo-naramo		Fq.	%	
		Fq.	%	Fq.	%			
		130	50	130	50	260	100	
1	Are there any alternative mechanisms in order to enhance democracy the urban local council of Hosanna city administration?	A. Yes	74	28.4	70	26.92	144	53.38
		B. No	56	21.5	60	23.08	116	44.62
2	If your answer to the above Question is yes, what kinds of mechanism did you use in order to promote democracy	A. Enhance transparency	20	7.69	30	11.54	50	19.23
		B. Responsiveness	60	23.1	52	20	112	43.1
		C. Attitudinal change	40	15.3	44	16.92	84	32.31
		D. Reduce impartiality	8	3.07	4	1.54	12	4.61
		E. Other mechanisms	2	0.8	0	0	2	0.8
3	The Hosanna city urban local council members have responsible and gave response for the promoting democracy that have not been awarded.	A, Yes	78	30	82	31.54	160	61.54
		B. No	52	20	48	18.16	100	38.46
4	If your answer to the above Question is yes, which types of mechanism well done for these not awarded	A. They have participated in any means	30	11.5	20	7.69	50	19.23
		B. They have obtained available service	32	20	62	23.85	114	43.85
		C. Increased them participation	44	16.9	40	15.39	84	32.31
		D. There is no change	4	1.54	8	3.07	12	4.61

**Source: own survey, 2018**

In item 1 of table 5 above, respondents were asked to forward whether the urban local council of Hosanna city administration has any alternative mechanisms to enhance democracy 144(55.38%) of the respondents responded that "Yes" whereas 116(44.62%) of the respondents claimed "No." Thus, even though the responses of the majority confirms there were alternative mechanisms to

enhance democracy in Hosanna city administration, but the interview responses & 44.62% of the respondents responses show that there were problem of alternative mechanisms to enhance democracy in Hosanna city administration. In item 2 of table 5, the respondents who said "yes" to question No, 1. Above, were asked to elaborate the reasons, 50 (19.23%), 114(43.85%), 84(32.31%) and 12(4.61%) of the respondents sequentially replied that enhance transparence, responsiveness, attitudinal change and reduce impartiality. This shows that there were different mechanisms for HCCs to enhance democracy for Hosanna city administration. In item 3, of table 5, the respondents were asked to indicate about the responsiveness of the Hosanna city administration council in promoting democracy, to this end, 160(61.54%) of the respondents responded "Yes" while 100 (38.46%) of the respondents said "No." This shows that even if the responses of the respondents confirms positive the reality is far from this as data gathered from interview responses & 38.46% of the respondents responses there were a big problem in promoting democracy. In item 4 of table 5, the respondents who said "yes" to question No,3. above, were asked to elaborate the reasons, 50 (19.23%), 114(43.85%), 84(32.31%) and 12(4.61%) of the respondents sequentially replied that they have participated in any means, they have obtained available service, increased them participation and there was no change. From this we deduce that the Hosanna city urban local council members strive to address those who do not have enough knowledge and awareness about democracy, though the end result may not be dependable.

#### **4.6. Effectiveness of local council in promoting democracy**

Good governance and organization support in its broadest sense implies a form of administration characterized by accountability, transparency, rule of law, participation, representation... etc. *kebeles* councils are the highest public institution in the *kebeles* administration and supposed to be participatory, accountable and transparent in dealing with the community.

**Table 6: Effectiveness of local council in promoting democracy**

No	Item		kebeles				Total	
			Sechduna		Jalo-naramo		Fre	%
			Fre	%	Fre	%		
130	50	130	50	260	100			
1	The HCCs members have brought effectiveness in terms of promoting democracy	A. Yes B. NO	74	28.46	70	26.92	144	55.38
			56	21.54	60	23.08	116	44.62
2	Councils at the local level are effective in addressing societal problem	A. Yes B. No	78	30	82	31.54	160	61.54
			52	20	48	18.46	100	38.46
3	How effective is standing committees in Carrying out their oversight function	A. Very high	30	11.54	20	7.69	50	19.23
		B. High	52	20	62	23.85	114	43.85
		C. Medium	44	16.92	40	15.39	84	32.31
		D. Low	4	1.54	8	3.07	12	4.61
		E. Very Low	0	0	0	0	0	0

Source: own survey, 2018

Table 6 above, tries to grasp some information related to organization support accountability, effectiveness in order to enhance democracy. Accordingly, item 1 discloses that 144 (55.38%) of the respondent agreed they believed that the HCCs members have brought effectiveness in terms of promoting democracy while 116 (44.62%) of the respondents denied that HCCs members have brought effectiveness in terms of promoting democracy. From this we can deduce that even if the majority of respondents confirmed that the urban local council brought effectiveness in terms of promoting democracy but the data gathered by interview & 44.62% of the respondents assured that the HCCs members did not bring effectiveness in terms of promoting democracy.

Item 2, table 6 above, discloses that 160 (61.54%) of the respondent agreed that councils at the local level are effective in addressing Societal problem while 100 (38.46%) of the respondents claimed that councils at the local level were not effective in addressing Societal problem. This depicts that though the majority (61.54%) of the respondents confirmed that councils at the local level were effective in addressing societal problem but the reality that revealed from interview responses & 38.46% of the respondent's responses shows that councils at the local level were not effective in addressing societal problem.

Item 3, table 6 above, discloses that (19.23%) of the respondent agreed that How effective are standing committees in carrying out their oversight function was very high and 43.85% (20% from Sechduna and 23.85% from Jalo-naramo) of the respondent agreed that they have obtained high while 32.31% (16.92% from Sechduna and 15.39% from Jalo-naramo) of the respondent agreed that medium. The remaining 4.61% (1.54 % from Sechduna and 3.07% from Jalo-naramo) of the respondent replied that the effectiveness of the standing committee in oversees the sector office was low. This indicates that the majority of the council activity carried out through the arrangement of standing committee and for each sector office there is a standing committee assigned to oversee their performance in delivering service. As the interviewed persons and document analysis indicates that, the standing committees assigned to oversee the service delivery do not work properly and full heartedly because of partly personal and partly external problem. Personally, most committee members do not have time, expertise, commitment and willingness to do their job.

Externally lack of cooperation from sector office and lack of finance and material challenged the tasks of standing committee.

As the committees are impeded by internal and external problem they do not have significant contributions towards improving the service delivery of *kebele* under study.

## **Conclusions**

This portion of the research tries to provide the responses of the sample individual along with its analysis and implication. Even-though the democracy promotion works demands the participation of different actors, but what actually going on is the work in the sample *kebele's* has been undertaken only by government and other actors are not in the promotion field. The responses of sample respondent indicated that *kebele's* councils are highly surrounded by number of problems while they attempt to do their business. Based on the presentation and analysis of the data it is found that *kebele's* councils are not representative in terms of gender, and age. Moreover, the council's educational status is very disappointing. It is identified that the challenge that impede *kebele's* councils are internal and external. Internally members of the council have low level of education, they are less motivated to do their job, and they do not consult the community, and do not disclose the decision of the council to their constituency. Externally the councils are not independent enough in terms of decision-making as there is strong intervention and influence from the executive and higher bodies of government. There are no enough resources allocated to the council, the charter also failed to clearly stipulated the duties, and power of *kebele's* council so that they are not aware of their duties and this legal gap also creates a loophole for others organs of the administration to intervene. However, there are also some promising efforts of the council as they strive to amplify the community interests and try to bring the community agenda to the concerned bodies. In general, as they are engulfed by internal and external problems that councils play insignificant role in the process of democracy promotion process.

## CHAPTER FIVE

### 5. Summary of Major Findings, Conclusions and Recommendations

This section of the research provides summary of issues presented in the preceding chapter and elaborated the implication of the data explained in depth as well. Based on, the implication of the data feasible conclusion provided and recommendations that could be a solution for the identified problem also given at this section of the study.

#### 5.1. Major Findings

The results of background information of respondents indicated that majority of the total Respondents (55.38 percent) are male, (43.85 percent) aged in the range of 36-45years, (30.77 percent) who are able to only read and write.

A major problem at the lower level is the issue of capacity and availability of resources. Many of the representatives in the village council, including some of the functionaries, have basic education and sometime no education at all. This affects their effectiveness in handling technical issues. On the other hand, local governments are not allocated operational funds by the council, and some can hardly raise any funds after the central government abolished all nuisance taxes applicable at this level (REPOA, 2007).

Surprisingly few members of the council are capable to read and write and they are assigned to overview the service delivery of sector offices. To the worst, there is no training program offered to councilors so that most of the parliamentary activities being carried out there are more of customary.

Among all the public institutions councils have a special status and authority as local elected bodies. They are uniquely placed to provide vision and leadership to their local communities. They are able to make things happened on the ground where it really matters. However, practically councils in sample *kebeles* were not seen playing such role and they are challenged and impeded by several problems in providing democratic leadership.

As majority of the respondents outlined members of the council failed to regularly consult their constituencies and the council 's relationship with the *kebeles* executive is diluted and characterized by disharmony, as the latter remain uncooperativeness.

Majority of the respondent indicated that councilors do not have the ability to review work plan, community development program and budget of Keeble's administration.

Representativeness is an attribute of democratic local governance. The term is used to refer to the involvement and presence of different group and interests in the leadership and management of local government (Mehret, 2002). The structural arrangement of councils at *kebeles* level supposed to be well designed so as to pave the way for the participation of communities. However, the council in general and councilors in particular do not have mechanisms to get input for decision and they do not invite community members to furnish the necessary information that could be used for decision. In this way the council conducts its business without the involvement of kebele people.

As it was confirmed by majority of the sample respondent, there is no feature for councils which are outward looking and more concerned for creating participatory and representative environment. With this given educational qualities of councilors it is not logical to assign such challenging and demanding role for councilors.

Members of the council entirely belongs to the same party in the sample *kebeles* and there is no private candidates and opposition parties who are the source of alternative ideas, diversity of interest and initiators of debate over what is best for the community.

As majority of the respondent acknowledged the fact that setting up local council system at *kebeles* level are important and provides plenty benefit to the society. Nevertheless, majority of council are not actively involved in the council's business but merely presented in the meeting time. For example, the standing committees are not functional because committee members lack the commitment and motivation to meet weekly on permanent bases and to carry out their oversight function. This lack of commitment and motivation attributed to the failure of the system to provide benefit and motivating factors to members.

As majority of the respondent indicated there is no financial and material benefit offered to councilors. Lack of motivating factors and benefit makes councilors not to be active and alert to discharge their duties& responsibility in both the council and standing committee business.

Councils in the sample *kebeles* are unable to protect the interests of the electorate, visiting and lead their communities. Although, the primary role of the council is dealing with community problems, In this regard, individual members of the council strive to raise community problem during regular meeting of the council. But majority of the respondent indicates that *kebeles* level council are not effectively in addressing community problem to the extent that the people demanded and they could not amplify the vested interests of the community as well, In addition to this, most issues raised remain unresolved because part of the problem is beyond the council's capacity and part of the problem also demanded the cooperation.

In spite of the fact that *kebele's* councils are the highest organs in the *kebeles* administration, the power balance in the sample *kebele's* are more likely to resemble to the executive.

Concerning to the availability of sufficient resources and authority to do their business, majority of the respondents indicated that there are shortages of resources and the authority devolved to the council does not commensurate with the duties assigned to it.

Majority of the respondent also confirmed that the councils do not have the capacity to influence upward. They also indicated that in the process of designing program or issuing directives, the city council and sub-cities do not invite representatives of *kebele's* councils and the draft law does not send to *kebele's* council discussion.

Most of the respondent also indicated that there is no mechanism installed in the councils working procedure to inform the public about the council's work. In addition, meetings and discussions of the council were not open to the community and interested stakeholders. Therefore, as majority of the respondents indicated that internal and external problems challenged the council's business and prevents them from promoting democracy.

## 5.2. Conclusions

Formally, *kebeles* level of government can prepare and approve its own budget, prepare and implement economic and social development projects, set up and manage public services and exercise democratic decision making at the local level. In addition, it has an independent court structure and has been given the authority to mobilize the people for participatory governance and development. (Mehret, 2001) But, the councilors in Hosanna city administration do not have the ability to review work plan, community development program, budget of *kebeles* administration, public services and exercise democratic decision making.

Kebeles governments follow tripartite structure of an elected council, executive committee and sector office so as to pursue the above-mentioned role and duties. Kebeles level council system created with multi-dimensioned objectives of improving service delivery, monitoring the executives and institute democratic and responsive administration to the grass root people. Moreover, *kebeles'* councils are best to solve local problem, and ensures responsiveness of *kebeles* administration through their oversight function. However, practically the path that councils moved so far divulged that full of challenges and problems impeded the capacity of councils to realize the intended purpose. For example: *kebeles* councils who are supposed to promote democracy are not representative enough in terms of age, sex of members. Women and youth are underrepresented as compared to their number in the society. Hence, with this regard councils missed one elements of democracy as the idea of all segments of the society might not been reflected during meeting and discussion time.

Councilors at *kebeles* level are assigned to perform challenging and impressive duties but their educational achievement is elementary background and with this educational status it is impossible to perform those tasks that demanded knowledge of public service, governance, and democracy. Moreover, majority of councilors are unable to review the service delivery, work plan, community development project and budget of *kebeles* administration. Therefore, there are bundle of challenges that hinders the councils to play their assigned duties and responsibilities.

In the *kebeles* council meeting and discussion time there is no alternative idea, debate and policy option provided since members overall belongs to the ruling party and opposition party and private candidate who are the source of diversified idea and needed for the flourishing of democracy missed from the council.

Thus because of lack of any real competition at local level, all *kebeles* councilors belongs to the same party. This reality envisaged in the sample *kebeles* might cripple the multi-party system which might be a milestone for democratization process.

Even though, the councilors who are well awarded of the virtue of local democracy, they are not alert and motivated, as there is no benefit offered to them. This lack of benefits coupled with absence of monthly payment (salary) puts restricts on the motivation, willingness and performance of councilors in office and ambush the initiatives of those councilors who wants to venture national political ground. Thus, the council of Hossana city administration is not functional as expected.

Democratically elected council need to be participatory but, in the sample, *kebeles* councils there is no framework for the participation of citizens and the relationship between the electorate and councilors are awfully non-existence as there is no systematic arrangement to consult the electorate. Moreover, there is no way that *kebeles* people take part in the decision of the council. For the successful realization of democracy there must be integration and coordination between different organs of government and stakeholders. However, *kebeles* councils and *kebeles* executive are not well integrated, as there exist hostile and non-harmony relationship. The executive of *kebeles* undermine the role and skeptical of the council and the sector office as well are not cooperative enough to the council and standing committee.

The separation of role among organs of Kebele is blurred as the executive of *kebeles* powerfully involved in the council's business. The oversight function of the council is seriously compromised due to lack of cooperation and conflict of interests as most members and sector office head in sample *kebeles* are also members of the council.

Nonetheless, the council is the highest organ of *kebeles* administration but its decision sometimes overturned by the executive and party cadre. Every decision that the council wants to make, needs to be first confirmed by the sub city and should be reviewed by party cadres to make sure that the decision is in line with the party interest. There is also high executive and party cadre domination in the council business as they control the chairperson and secretary of the council. As the cabinet and party cadres are the prominent figure in the internal structure of the ruling party they can remove leaders of the council who seems out of their wish or interest.

Thus, the autonomy of the council is undermined and councils do not decide independently over most important issues of the *kebeles*.

The city charter failed to clarify the power, duties and responsibilities of the council and the legislative act supposed to be issued by the city council concerning to the power and responsibilities of *kebeles* council are not yet issued. Thus, the absence of legal support/status exposes councils to constantly and unduly intervene by the executive and cadre.

While acting as the legislative branches of *kebeles* administration, councils do not have promulgated power and issued directive that could be a cure for immediate problem of the community like security issue and other. Moreover, councils at *kebeles* level do not have the ability to influence policies, laws and directives issued by the city or sub-city council as they are not invited during law making process and the draft law also could not reached to them for comment. Therefore, the absence of promulgated power coupled with lack of qualified work force, financial and material resource prevents the council from issuing directives that considers the context of their respective *kebeles*.

Kebeles councils have dual accountability to the sub-city (upward) and to the electorate (downward). Upward accountability is highly maintained and regular reporting system to the sub-city strongly adhered as the council regularly reports their status to the sub-city. However, downward accountability to the electorate is poor, as there is no systematic arrangement available to the council in general and councilors in particular to report to their constituencies about their performance.

In the council conduct of business, the issues of transparency are very low as there is no mechanism to inform the public about the decision passed and the activity being carried out by the council. To the worst, meetings and discussion of the council are not open to the public and concerned stakeholders and the chairperson office and communication office of *kebeles* administration who are obliged to furnish information to the public failed to do so. In addition, the council's relation with the community is weak, as they do not consult their constituency frequently. Therefore, it is not exaggerating to say that the councils are not responsive to the community need and its openness to the community is poor.

Finally, it was found that the internal working system of *kebeles* councils reflected that executive domination is very soaring, and councils are not responsive to the needs of the community and most importantly democratic and essence viz. accountability, transparency, participation and autonomy are not adhered principles in the councils conduct. Therefore, councils as they are impeded by the above-mentioned challenges are playing insignificant role in cultivating democratic value to the grass root people. The paper has discussed not only how parliaments are responding or could respond to public pressures for involvement and accountability, but also how parliament can be more sensitive to public opinion and responsive to demands for change. Addressing these issues has at least two dimensions. On the one hand, the institutional responses, that is, on the measures that parliaments could implement directly by changing their structures or processes to encourage and engage citizens more fully. Instead, how the role of the individual MP is being affected as a result of changed and often increased public expectations of what MPs should be doing. In both cases, parliaments need to reinforce the representational role and improve public understanding of what MPs can and do, inside and outside parliament. Any reform designed to improve public engage meant and political accountability needs to ensure that they strengthen, rather than undermine, the role of parliament. To this end, parliaments need to accept and collaborate more fully with external organizations, including civil society organizations, to strengthen links with the public. Given the public's interest for such initiatives, they can offer new ways for parliament to engage with voters and to promote a better understanding of their role and work.

### 5.3. Recommendations

As the findings of the study reveals that *kebeles* level councils are engulfed by dozens of challenges that make them dormant and dysfunctional. The following recommendation forwarded by the researcher in order to get rid of the problems that hamper *kebeles* councils and to make them vibrant and active in the promotion of democracy.

Access to information and provision of adequate civic education is still a fundamental prerequisite to encourage public participation in decision making processes. However, these prerequisites have not appropriately implemented in Hossana city councils. So, it has to be given emphasis from concerned bodies.

Kebele councilors who are supposed to deal with public issues need to be equipped with the necessary knowledge so as to carry out their duties and responsibility. Thus, aggressive promotion and awareness creation work concerning to the objective, role and importance of council need to be done in order to make the community and councilors awake and trainings related to the conduct of parliament, governance, public service delivery, and democracy should be offered to councilors.

Hence the democratic values like free flow of idea, alternatives and debate will be the manifestation of *kebele's* councils and from such act the community can draw maximum benefit. The availability of oppositions and debate close the gap between the citizen and administration and provides opportunity for grievances to be aired and wrong remedied. Thus, the *kebele's* councils should provide such opportunities to electorates.

Since there is no organ of government like *kebeles* council in the position of understanding community problems, it is wise to grant them promulgated power in order to enact directives that could be a solution for the immediate problems of the community. Councilors must be sensitive to public problem and needs, feel responsible for satisfying those needs and problems and realize their accountability to the public.

The Hosanna city urban local council members strive to address those who do not have enough knowledge and awareness about democracy, they should provide adequate training and

awareness creation programs to those who do not possess enough knowledge and awareness about democracy.

Relevant legislation need to be amended in a manner that clearly articulate the duties, responsibility and power of *kebeles* council or the directives that specifies the council's authority supposed to be issued by the city council should be issued as soon as possible.

There should be sufficient resources (financial and material) allocated for councils and they should also grant with commensurate authority with their responsibility.

As much as possible, representative member of councilors from all segments of the society should be nominated for the coming election.

Interventions from the executive party cadre and sub-city need to have a rein. The abolishing of intervention will give all councilors a new enhanced and more rewarding role. Currently, councilors are excluded from the real decision-making and yet have no power to challenge or examine those decisions. So, there should be development of a new framework for the participation of all interested stakeholders as the democratic promotion work demanded networks of actors.

Members of the council entirely belongs to the same party in the sample *kebeles* and there is no private candidates and opposition parties who are the source of alternative ideas, diversity of interest and initiators of debate over what is best for the community. Thus, high emphasis should be given in participating opposition parties in order to create fertile ground for obtaining diversified idea for enhancing democracy.

Finally, there should be development of a new framework for the participation of all interested stakeholders as the democratic promotion work demanded networks of actors. A mechanism should also be developed to create active community group to protect public interest while working harmoniously with the councils.

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## **Annex**

### **ADDIS ABABA UNIVERSITY**

#### **COLLEGE OF BUSINESS AND ECONOMICS**

##### **DEPARTMENT OF PUBLIC MANAGEMENT AND POLICY PROGRAM**

I am Temesgen Addise, a graduate student in the College of Business and Economics Department of Public Administration and Development Management [PADM] In Public Management and Policy Program. Currently, I am undertaking a research entitled “An assessment of challenges and opportunities of urban local council promoting democracy: the case of Hosanna city administration”. You are one of the respondents selected to participate on this study. Hence, I earnestly request you to fill the questionnaire carefully. The quality and quantity of information you provide determine the reliability of the study. Thank you in advance for your relentless co-operation in filling and returning this questionnaire.

General Direction:

1. No need of writing your name
2. This questionnaire has no other intention than the academic purpose and its confidentiality is maintained
3. Please circle or indicate your answer by putting for questions with options
4. Write your opinion for open-ended questions.
5. If it is needed, you can give more than one answer.

If you have any queries or comments regarding this survey, you are welcome to contact me telephonically at 0910098509/0944 096396 or e-mail me at [temesgenadi2014@gmail.com](mailto:temesgenadi2014@gmail.com)

**Thank you in advance!**

**Part one: Personal Data**

1.1. Sex:

- A. Male
- B. Female

1.2. Age:

- A. 18-35 years
- B. 36-45 years
- C. 46-65year
- D. Above 65

1.3. Educational background:

- A. Read and write
- B. High school complete
- C. Certificate
- D. Diploma
- E. 1stDegree
- F. Master's Degree and above

**Part two: Concept of democracy**

2.1. The concept of democracy applicable in Hosanna city councils?

- A. Strongly I agree
- B. I agree
- C. I agree partially
- D. strongly disagree
- E. Disagree
- F. Partially disagree

2.2 Do you believe that the definition of democracy is more clear to Hossana city councils?

- A. Yes
- B. No

2.3 Do you believe that the urban local level council system set up is necessary?

- A. Yes
- B. No

2.4 If your answer for Q. 2.3is yes, why it is necessary?

- A. To gives quick response to community need
- B. It is good mechanism to teach democracy to local people
- C. Society may have sense of part of government
- D. To introduce government policy, agenda, and strategy to local people
- E. It is training ground for political leadership
- F. If, other, please specify it.....

2.5. Do the principles of democracy more appropriate in Hossana City Council to promote democracy?

- A. Yes
- B. No

2.6. If your answer is No which principle is more shock in the Hossana city councils?

- A. Transparency
- B. Accountability

- C. Responsiveness
- D. Impartiality

E. All principles in the above were obvious

F. If any other principles, please specify-----

2.7. The democracy practiced at the local level Contribute to the democratization process.

- A. Yes
- B. No

**Part three: Roles/ contribution of urban local councils in promoting democracy**

3.1 Do you believe that the urban local council members of HCCs have contribution to promote democracy?

- A. Yes
- B. No

3.2 If your answer is yes what kinds of roles/ contributions more appropriate?

- A. Controlling and monitoring the executive tasks
- B. Hearing public agenda

- C. Field tasks
- D. All of the above were functional

E. If any other, please indicate.....

3.3. Are council meetings usually well attended by councilors?

- A. Yes
- B. No

3.4 If your answer is No, what is the reason behind?

- A. Due to low motivation to attain
- B. Lack of time and role conflicts
- C. Interest conflict
- D. the venue and time of meeting is inaccessible
- E. lack of confidence on the essentialness of the system
- F. Other, please specify

3.5 The HCCs have an important role to promote democracy for sustainable good governance of hosanna city administration.

- A. Excellent
- B. Very good
- C. Good
- D. Poor
- E. Neutral

3.6 Does the council bring its own agenda for discussion?

- A. Yes
- B. No

3.7 If your answer for Q. 3.6 is no, who proposed the agenda for discussion?

- A. The higher body at the tier
- B. Party organizers
- C. The kebele executives
- D. Other, please specify.....

**Part four: problems/challenges of urban local council to promote democracy**

4.1. Do you know any problems that tackled on urban local council in order to promoting democracy in Hosanna city administration?

- A. Yes
- B. No

4.2. If your answer to the above question is yes, which type of obstacles more aggravate in the city?

- A. Lack of transparency
- B. Lack of awareness concerning to democracy
- C. Lack of desirable attitude
- D. All of the above were functional
- E. If any other, please indicate.....

4.3 Have you ever raised your community problem in the council 's meeting?

- A. Yes
- B. No

4.4 If your answer is yes for Q 4.3, what was the council 's response to your community problem?

- A. the problem gets resolved
- B. the council gives promising response
- C. the council does not give attention
- D. other, please specify

4.5 If your answer is no for Q 4.3, why did not you raise such issue?

- A. there is no problem in the community that I represented
- B. I could not recognize the problem
- C. I do not have time to consult with the community to identify the common problem
- D. I know that the council will not give me positive response, if I raise it

4.6. Does the council have the power and resource to carry out its duty responsibility?

4.7. Do you believe that absence of legislative power affects the Councils operation?

**Part five: Organizational support/Mechanism to promote democracy**

5.1. Do you have any alternative mechanism in order to enhance democracy in hosanna city administration?

- A. Yes
- B. No

5.2. If your answer to the above question is yes, what kinds of mechanism did you use in order to promote democracy?

- A. Enhance transparency
- B. Responsiveness
- C. Attitudinal change
- D. Reduce impartiality
- E. If any other, please identify.....

5.3. Do the Hosanna city urban local council members have responsible and gave response for the promoting democracy that have not been awarded.

- A. Yes
- B. No

5.4. If your answer to the above question is yes, which types of mechanism well done for these not awarded?

- A. They have participated in any means
- B. They have obtained available service
- C. Increased their participation
- D. There is no change
- E. If any other mechanism, please specify.....

**PART six: Effectiveness**

6.1. Do you believe that the HCCs members have brought effectiveness in terms of promoting democracy?

- A. Yes
- B. No

6.2. If your answer is yes, what kinds of effectiveness do you observe?.....

Or If say no Please illustrate.....

6.3 Do you believe that councils at the local level are effective in addressing societal problem?

- A. Yes
- B. No

6.4 How effective are standing committees in carrying out their oversight function?

- A. Very High
- B. High
- C. Medium
- D. Low
- E. Very Low

**Part seven: Other related questions**

7.1 Do you have the power and resource to carry out your responsibility?

- A. Yes
- B. No

7.2 Do you believe that absence of promulgated power affects the council's operation?

- A. Yes
- B. No

7.3 Who is more powerful in making decision?

- A. The council
- B. kebele's executive
- C. Party cadres
- D. Others, please specify

7.4 Does the council have the ability to influence policies, and laws initiated and promulgated by higher bodies?

A. Yes      B. No

7.5 What are the major problems of urban local council in order to promoting democracy in Hosanna city administration?

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7.6 What measures took to improve the challenges of promoting democracy in hosanna city administration?

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7.7 Do you think Hossana city local councils need any assistance to strengthen their activities in the future? If so, please specify?

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7.8 Do you have any other suggestion? \_\_\_\_\_

**Interview with standing committee members**

1. What are the main activities, duties and responsibility of the standing committee?
2. What mechanism does the standing committee uses to influence the way services are deliver to communities?
3. What is the contribution of the standing committee to improve service delivery, and promote democracy and good governance?
4. What are the mechanisms that the standing committee uses to hold the local bureaucracy accountable?
5. How systematic is the committee in dealing with community problem?
6. How do you explain the qualities of standing committee in terms of manpower and resources?
7. How frequently the committee visits the service delivery of kebeles and what measures it takes when problems in the service delivery is detected?

8. How do you describe the local council system in terms of introducing democratic value and good governance to grass root people?

9. Do you accomplish your activity in most coordinated and integrated manner between committee members and kebeles administration?

10. What seems the relationship of the committee with council, kebeles administration, kebeles people and higher body?

11. What are the challenges the committee faced during its operation?

12. What is your suggestion for improvement?

**Thank you.**

