



*AN ASSESSMENT OF THE CURRENT STATUS OF DECENTRALIZED GOVERNANCE AND
SELF-ADMINISTRATION IN AMHARA NATIONAL REGIONAL STATE: A STUDY ON AWI
NATIONALITY ADMINISTRATIVE ZONE*

A THESIS SUBMITTED TO THE SCHOOL OF GRADUATE STUDIES OF ADDIS ABABA
UNIVERSITY IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF
MASTERS OF ART IN PUBLIC ADMINISTRATION

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DEPARTMENT OF PUBLIC ADMINISTRATION AND DEVELOPMENT MANAGEMENT

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ACRONYMS/ABBREVIATIONS

ANRSC: Amhara National Regional States Constitution.

ANRS: Amhara National Regional State

CSOS: Civil Society Organization

E.C: Ethiopian Calendar

ECA: Economic Commission for Africa

EPRDF: Ethiopian Peoples Revolutionary Democratic Front

FDRE: Federal Democratic Republic of Ethiopia

GOE: Government of Ethiopia

IGE: Imperial Government of Ethiopia

NGOs: None governmental Organization

SNNPR: Southern Nations Nationalities and Peoples Region

UNDP: United Nations Development Program

ABSTRACT

The existence of Awi people as one ethnic group with its own culture and language has made it necessary for the existence of Awi- Nationality Administrative Zone as self- governing entity with three organs of government- elected council, administrative council (executive) and its judiciaries at zonal level. Theoretically Awi Nationality Administrative Zone is expected to play unique status due to its existence as nationality administrative zone. The effort made on this study to assess the implementations of this unique status of Awi Nationality Administrative zone with respect to devolution of political and administrative power/authority, its fiscal autonomy as separate tier of government and its good governance practice through the use of descriptive research is noteworthy. The existence of Awi- Nationality Administrative Zone has its inception from article 39 of federal constitution and article 73 of the regional constitution with the objective of protecting, preserving and promoting Awi people's culture and language through self- governance and self determination. However, this study found that the implementation of such constitutional right were going on at low pace than expected due to low commitment of administrators, financial dependence of zone administration from the regional government, weak application of good governance principles, regional interference on zonal affairs and less decentralized power/ authority of legal nature. Lustily it is recommended to enhance zonal autonomy, decreasing financial dependence, increasing administrator's commitment, starting Awgni language for administrative use, encouraging public participation in planning and managing projects, enhancing transparency, clarity in financial administration or block grant.

CHAPTER ONE

BACKGROUND OF THE STUDY

1.1. INTRODUCTION

One of the most striking, but probably least noticed, political trends today is that of decentralization. Nearly every country in the world, regardless of its political system, geographic location, history, levels of economic development and cultural tradition, is now experimenting with new form of regional and local governance (<https://www.wilsoncenter.org/topics/pubs/ACF797.pdf>). Similarly, an increasing number of countries are decentralizing the administrative, fiscal, and political functions of the central government to lower level of governments.

Kumera (2006:1) also state the current global trend towards entrenching decentralized governance systems. Since the late 1980, decentralized form of governance is gaining currency as a strategy for political and economic development in developing countries. With changes in development theories and policy prescriptions, there has been a significant shift from mechanistic and top-down models towards more dynamic, bottom-up and participatory approaches through different reform measures including decentralization.

The issue of centralization –decentralization and center-periphery resource distribution are frequent administration and political concerns which can have, up on occasion, very profound consequences for the stability of society (Rosenbaum, 1997:529).

One of the factors that led to adopting decentralization has been the realization of the difficulty to manage countries political, social and economic activities only from the center. The center has increasingly proved to possess neither the capacity nor the time to deal with all issues surrounding service and local development, which could be better handled at the local level. Therefore, most countries are experiencing some form of decentralization characterized by both differing and similar objectives. Among these objectives devolution is one of the motives that propel the drive towards a decentralized governance system (Kumera, 2007:103).

Decentralized governance system through the use of federalism as organizing principle have been used by states with a multi-ethnic population as a mechanism to accommodate the demands of their ethnic groups as well as to protect their territorial integrity (USAID,2009:22). Similarly, Ethiopian society today is characterized by a large diversity of language, culture, religion, socio-economic activities and governance traditions. And hence, Ethiopian Government already utilized federalism as organizing principle since 1991.

Following the promulgation of the Transitional Period Charter which delivered the right to administer its own affairs within its own defined territory, the 1995 Constitution of the government of Ethiopia (GoE), has formally created a federal state having regional sub-governments on the basis of ethno-linguistic criteria. The federation consists of nine ethnic-based regional states and two autonomous administrations that include Tigray, Afar, Amhara, Oromia, Somali, South Nations, Nationalities and Peoples Region (SNNPR), Benishangul Gumuz, Gambella and Harrari national regional state; and Addis Ababa and Dire Dawa Autonomous Administrative areas.

The Federal Democratic Republic of Ethiopia's system of government consists of the Federal Government, as the highest unit, the Regional/State as intermediary unit and the Woreda as the lower unit (Fenta, 1998:23). However, Regional Government can establish other administrative levels that they find necessary (Art.15 sub-Art. 1 (d) of proclamation No.7 1992 and proclamation No.1 1995 cited in Fenta 1998:23).

As a result of the above provision, Regional Government in the study area is structured as Regional Government, Zonal Government, Woreda Government and Kebele Administration which implies four tiers from the Regional Government viewpoint and five tiers from the Federal Government viewpoint.

Regarding the vertical structure, Ethiopia's system of inter-governmental relation is designed with the intention to accommodate ethnic differences through strong sub-national units. To improve unity in diversity inside the regions, strong legal base is to be necessary. To implement the right of self-determination of the regional ethnic-minorities, the regional constitutions adopt an ethnic-territorial strategy. In Amhara State, a peculiar

local Administrative unit roughly translated as “Administrative unit of Nationalities’, is established apparently to protect minorities and allow self rule rights to them (Tsegaye 2004:10). This means that by following the Federal Constitution, Regional Government grants their ethnic minorities the right to their own sub-regional territorial entity. For instance, the Agew Himra, Agew Awi and oromo have their own “Nationality Administration’ in Amhara State (Article 45 (2) of ANRSC).

Following Article 39 (2) of Federal Constitution which says, “Every Nation, Nationality and people in Ethiopia has the right to speak, to write and to develop its own language; to express and to promote its culture; and to preserve its history”, and Article 39 (3) which says, “ Every Nation, Nationality and People in Ethiopia has the right to a full measure of self-government which includes the right to establish institutions of government in the territory that it inhabits and to equitable representation in state and Federal governments”. Following the above provision, ANRS Constitution Article 73(1), officially declares the establishment of ethnic based zone –the main unit of administration below regions in those geographical areas of the National Regional State inhabited by the Awi, Himra, and Oromo people. Accordingly every nationality administration has the following principal organs;

- The Nationality Council.
- The Nationality Administrative Council and
- Judicial body of the Nationality Administration.

Zone council members are elected for a five year term, assuming the highest zonal authority. Executive Committees of Nationality Administrative Zone are also elected by zonal council and are responsible to manage the day to day activates of the Nationality Administrative Zone.

1.2. STATEMENT OF THE PROBLEM

The problem of self-determination, namely the search for greater autonomy and even secession, has become important in political literature (USAID, 2009:22). The conflict-reducing potential of decentralization is especially appealing in countries where ethnic, linguistic, religious, and cultural groups are concentrated in distinct territories or regions.

Decentralization in these settings can accommodate diversity by giving sub national officials in the regions the power to offer differentiated programs that respect local preferences and cultural practices. This provides assurances to minority groups that their priority concerns will be considered. Additionally, whereas minority groups may have a difficult time accessing national decision-making arenas, decentralization increases the likelihood that they can get what they need from sub national governments and administrations in order to feel protected and secure. By strengthening the level of government or administration where minority groups have influence, decentralization can discourage the formation of secessionist movements. The demarcation of sub national government boundaries relative to the settlement patterns of contending groups is a key influence on the probable effects of decentralization on conflict potential (ibid).

Ethiopia experimented profound decentralization reform since 1991 (Meheret, 2007:176 consequently, an attempt was made to devolve power, authority, responsibility and resource to newly established regional state, zonal administration and there by to woredas. Like any Woreda in Ethiopia, Woredas within Nationality Administrative Zone, also, are administered by the executive committees (cabinets).The chairman of the cabinet is the chief administrator. Cabinet members are drawn from woreda council and are responsible for the day to day running of economic, political and social aspects of the woreda.

However, unlike other none ethnic zones within Amhara National Regional State that do not have councils, and legal form of government, Nationality Administrative Zone such as the areas under study, have council and legal form of government with explicit power and duties stated in Article 74 of ANRS Constitution (See also the literature section of this study). Nevertheless, the implementation of those powers and duties are faced by different problems related to insufficient devolution of power, regional interference with internal affairs of zonal administration, budget related problems and less attention of administrators.

The bases for self-rule which is founded a fundamental endeavor for decentralization process is legally founded on the transitional period Charter of Ethiopia in 1991. Article 50(4) of Federal Constitution declares that state government shall be established at state

and the state government can also establish other administrative levels when it is necessary. Adequate power shall be granted to the lowest unit of government to enable the people to participate directly in the administration of such units.

As per Nationality self -rule perspective, Awi Nationality Administrative Zone is an administrative sub-division below the regional government and above woreda government (ANRSC). It is one of three zones in Amhara Region established on the basis of minority ethnic identity. According to 1994 national census regarding to the ethnic diversity, the population of Awi Zone consists of Agew (49.97%), Amhara (48.6), Gumuz (0.98%) and others (0.45%) (http://en.wikipedia.org/wiki/Agew_Awi_Zone) This implies that the majority of Awi population is Agew sub group. Melaku, (2004:5) also state that the majority of rural population inhabited in zonal administration is the speaker of Awgni language. Nevertheless, the working or official language of the zone administration is Amharic. Moreover, the researcher has been sensing the problem in placement of government employees for basic public service providers such as health workers, agricultural extension workers and police at Woreda and Kebele level, with less consideration of the employees ability to speak Awgni Language.

As a result, problem of communication between the community (Awgni) speakers on the one hand and service provider (Amharic) speaker on the other hand has been observed in rural areas. This problem was observed by the researcher himself while he was working in Awi Administrative Zone for the last several years. Hence, with such an information and awareness to the problem under discussion, he took the opportunities as an initiative to carry out the study on such issues.

(Zemelak 2009:3) also state that zonal administration that are established for the regional minority ethnic groups in Amhara, Gambella and SNNPR though recognized as the highest political organ of the ethnic group concerned, have no clear competences in determining the working language of the zone.

Fiscal Decentralization which includes the sharing of revenue between regional and central governments, the induced transfer and subsidies which are part of the decentralized process is not adequate. According to Tegegne and Kassahun (2007:16-18)

fiscal decentralization was intended to assist regional governments by boosting their capacity for developing their localities through self-initiative. He also states that despite fiscal imbalance between regions, heavy dependence of the regional governments on the federal government transfer and subsidies persist.

ANRS Constitution Article (71) officially declares that Awi Nationality Council has the highest political authority on behalf of Awi people, however, the council's decision is subjected to change due to regional interference. For instance, the Awi Nationality Council has decided the function of Awgni language as language of instruction to be limited up to grade six and English to be the language of instruction in grade seven and eight for those peoples in the zone who attend their prior primary education in Awgni medium. Nevertheless although the zone has immediately implemented the decision of the council, the regional education bureau did not only reject the decision of the council, but also further insisted not to implement English as the language of instruction in grade seven and eight in Awi (Melaku , 2004: 68).

After a long debate and exchange of letters between the zone and the region, the same council has met in July 2003 and decided to switch the language of instruction back to Awgni in grade seven and eight as of the 2005/2006 academic year(*ibid*).

Studies related to accountability of administrators, participation of public in planning and decision making process, the current status of zonal autonomy, the level of community participation, civic society participation, participation of state and non state actors such as NGOs, professional associations, other opposition parties and private sector that are important for establishing good governance are cited as important areas of investigation. Such instability in council's decision and its inability to abide its decision and the theoretical claim of self-administration initiated the researcher to investigate the current status of decentralized government and self administration at Awi Nationality Administrative Zone. To attain this objective the study was attempted to give response to the following basic questions.

- To what extent does zonal self-administration autonomy is exercised at Awi Nationality Administrative Zone? How are the regional interferences on local affairs expressed?
- How is zonal administration financed? Is it sufficient to make administration strong to play autonomous role in administering zonal affairs?
- To what extent does good governance prevail in zonal administration under study and which actors are involved in policy process?
- What constraints or obstacles exist in zonal administration to exercise the rights and duties as specified by ANRS Constitution?

1.3. OBJECTIVES OF THE STUDY

The over all objectives of this study were to assess the extent of governance, the current status of zonal autonomy, and the degree of the current status of decentralization program in devolving power and resources that enable zonal administration for self-governance and administration and identify gaps that require further research and policy action by the government.

The specific objectives are:

- To examine the extent to which zone administration is decentralized, self-governed, accountable and participatory.
- To assess levels of autonomy and to describe the extent to which the rights and duties prescribed at ANRS Constitution is exercised by zonal administration.
- To identify the major challenges and problems that zone administration is faced and to propos suggestion that help to improve the governance situation of Awi Nationality Administrative Zone, and
- To assess zonal government in terms of revenue generation capacity and its expenditure need.

1.4. SIGNIFICANCE OF THE STUDY

In Ethiopia, the Constitution of Article 39 (3) guarantees the right of each nation, nationalities, and people, including minorities' equitable representation in national and

regional governments. In addition, by following the federal constitution, Amhara National Regional State, also provides three Nationalities such as Awi, Hmira, and Oromo people to establish their own councils which have the power to determine their own affairs. Hence, the study will intend to assess the existing state of decentralized self-governance at Awi Nationality Administrative Zone.

Therefore, the study is significant for the following reasons:

- The study adds to very much limited works done so far in the area of Nationality Zone.
- The findings and conclusions drawn from the study helps to create awareness among councilors, administrators and employees of Awi Nationality Administrative Zone.
- The study tries to examine the extent of decentralized self-governance and self-administration.
- The finding of the study helps as base for further study and discussion.

1.5. LIMITATIONS OF THE STUDY.

The concept of decentralization and good governance is multifaceted and some times vague. Therefore, it is difficult to grasp the real meaning of the concept of decentralization and good governance in its entirety. Measuring the performance of decentralization and good governance is also difficult since there is no universally agreed upon measurement criteria. Further, there are no clearly defined indicators against which its performance could be measured. The opinion based measurement is also subjected to different factors such as political affiliation in one had and opposition in other hand. The scope of decentralization and good governance also creates a problem to fully measure its performance. Being the period of National Election, also crates its difficulty to obtain reliable data from administrators and other respondents.

1.6. RESEACH METHDOLOGY

1.6.1. Research Design

According to Dawson, (2002:211) methodology is a philosophy or general principle which guides a study. Research methodology generally relies on qualitative and quantitative research. Qualitative research helps to undertake in-depth study through exploring attitude, behaviors and experience by using such methods or data collection instruments as key informant, and focus group discussion. On the other hand quantitative research generates statistics and produce numerical data which is collected through questionnaire.

Therefore, this study comprises qualitative research to gather citizen's opinion and experience through focus group discussion and interview. A qualitative approach was chosen due to subjective nature of data. In deed, qualitative method is hailed by scholars for making use of subjective information and participant observation to describe the context or natural setting of the variables under study, as well as variables in the contest, . Therefore, it seeks a wide understanding of the entire situation (Peck and Secker, 1999; Putney et al, 1999 cited in Mebratu 2008). The study also employed quantitative research to quantify the opinions of civil servants and employees through the questionnaire.

The research design used in this research is descriptive with the following justifications i.e. the kind of problems identified and the research questions raised in this study directly mesh the theoretical arguments forwarded by scholars in favor of descriptive method. For instance, (Ortinou 2006:218) forwarded three determinants for the research method to be descriptive. These are;

- A) If the nature of the initial research problem is to describe the characteristics of phenomena under investigation.
- B) If the research question focus on issues like what, how and who elements.
- C) If the type of questions used to ask respondents are about what they think, fell and do.

As a result, in this study descriptive study was employed due to the problems, the research questions and the types of questions used to ask respondents are meshing to the above deterrents of descriptive design.

Kumar (2005:10) also state that descriptive research attempts to describe systematically a situation, problem, phenomena program, administrative structure of organization, and the needs of community. Based on the above theoretical arguments and since the main purpose of this study focuses on assessing the extent of decentralized self- governance and administration of Awi Nationality Administrative Zone through collecting data related to peoples opinion about accountability of administrator, participating communities in decision, participation of state and none state actors and responsiveness of administrates to the needs of community, descriptive method is appropriate.

1.6.2. STUDY AREA

A study was conducted in Awi Nationality Administrative Zone and the main reason for attracting study in this zone is_

Having a lot of variations between Nationality Zone in terms of opportunities and constraints. Fore instance, Awi is exceptional kinship community with diverse dialects and Awi's social environment is reflected with relative exceptions in comparisons to other Nationality Administrative Zone (http://tigraionline.com/english_for_awi.html.) It is also stated in the above website that, Awis political elites are not assertive for the rights of their people or they lack strategic vision and gut to face the reality. Further many of people in the Awi zone are relative, it is not only ethnic based autonomy; it can be also characterized as kinship system autonomy, essential for community revival if implemented properly. In addition to the above reason the researcher's familiarity to the area concerned and his ample observation while he was working at Awi Zone makes him to study this area. Having few studies in those areas which are related to decentralized governance were also some justification for the selection of the study area.

1.6.3. SAMPLE DESIGN

The major objective of this study is to assess the current status of decentralized governance and self administration by collecting original data from representative sample and through document analysis in Awi Nationality Administrative Zone. To achieve this objective, it is desirable to gather the opinion from political representatives (council members), civil servants and residents inhabiting in zone administration.

For the purpose of identifying respondents at zonal level, the researcher first identify the following six public organizations based on purposive sampling technique. These includes departments of Finance and Economic Development, Education, Health, Agriculture, Capacity Building and Zonal Administration Office. They are taken as sampling unit because they are considered relevant to the study due to their nature in providing public services. From the identified public organizations there are 306 individuals (study population) who are currently working as council members and civil servants. Out of these 306 civil servants a council members at zonal level, 101 which account 33 percent were identified for the study based on simple random sampling.

In addition to select Woredas and Kebeles, by using simple random technique, one woreda among five woredas was selected. Within the selected woredas their are 29 kebeles, of which five kebeles were selected again by using simple random technique. Consequently Andesah Woreda and Agew Gimjabet, Azena, Urana, Den zuria, and Sostu Gimjabet kebeles were selected. Lastly, for the purpose of focus group discussion, a group which consists of ten members in each kebeles was selected based on their knowledge and expertise in the subject under investigation.

1.6.4. DATA SOURCES

Data regarding democracy, self-administration and governance can be gathered in numerous ways by making reference to archival document, interviewing, surveying or combination of two or more methods. For the purpose of this study, data were collected from both primary and secondary source, so as to answer the basic questions of this research. It is believed that the combination of both primary and secondary information

obtained from different groups of respondents and organizational documents will give clear picture of the existing situation.

1.6.5. DATA COLLECTION INSTRUMENTS

A. Questionnaire.

The questionnaire for sample respondents were prepared in English and translated in to Amhaic and retranslated in to English to maintain the consistency. Both open ended and close ended questions were administered to collected relevant data relating to the study from council members and government employees at zonal level. in addition, interviews were held on the issues under study. The main interviewees of the research were zone, woreda and kebele administrators.

B. Focus group discussion

Since the ultimate users of decentralized self governance are residents, they were addressed through focus group discussions. Within each selected kebeles an individual group which consists of 6-10 members was taken. This instrument of data collection was used to cross-check and to triangulate the data collected from multiple sources. Data triangulations were used to overcome the limitations and biases that steam from using single method and there by increasing the reliability of the finding.

C. Secondary Data gathering Techniques

Secondary data gathering techniques of analyzing written documents- both published and unpublished material i.e. books, journals, reports, policy documents and maps etc were also used in this study.

1.6. 6. METHODS OF DATA ANALYSIS

The necessary data were collected using interview, focused group discussion and questionnaire. The quantitative data that were gathered using the questionnaire were analyzed using percentages. Combining Questionnaire, interviews and focused group discussion strengthened the reliability of the study. Hence, in addition to the

questionnaire qualitative data were also gathered through interview and focused group discussion. Fiscal performance indicators and other quantitative reports were presented in the research. Statistical package for social science (SPSS) was also employed to analyze the data. The qualitative data were analyzed qualitatively. Information obtained through these data gathering tools were combined with the quantitative data and were analyzed together for each research question.

1.7. SCOPE AND DELIMITATION OF THE STUDY

Governance in general and good governance in particular is a broad and multi-dimensional concept that embodies several issues that cannot be exhaustively covered by this research. As result, the student researcher limits its domain of the study only to some aspect of good governance which is considered relevant for self-governance and administration i.e participation of major actors and community, responsiveness, transparency and accountability. Similarly, decentralization is multi-dimensional concept, due to this fact the researcher is also forced to limit to see only the devolution of powers and authority to lower level of government and fiscal decentralization to assess the adequacy level of finance to run self-governance and administration at zonal level.

1.8. ORGANIZAION OF THE STUDY

This research document was structured to have four main chapters. Chapter one consists of introducing background of the study, statement of the problem, objective of the study significance of the study, and Research Methodology. Chapter two contains theoretical framework and review of related literature. Chapter three contains presentation and analysis of data. Finally the last chapter four consists of summary of finding, conclusion and recommendations.

CHAPTER TWO

THE REVIEW OF RELATED LITERATURE

2.1. INTRODUCTION

This chapter is devoted to review related literature pertaining to the conceptual and theoretical formwork that are essential for this study. The conceptual framework for the implementation of decentralization policy presented in this paper defines what different scholars have said about decentralization and the different dimensions of decentralization, performance indicators for each dimensions, characteristics decentralization, rationales for decentralization, governance and characteristics of good governance. The analysis of these theories and concepts intends to provide for understanding and analyzing the research.

2.2. THE CONCEPT OF DECENTRALIZATION

Throughout the world to day there are movements towards decentralization. At the same time, however, the meaning and the essence of decentralization is still subjected to debate. Despite the existence of different theories about the concept of decentralization, it differs among scholars. For instance, according to Research Triangle Institute (RTI 1997: 2), to the public finance economist, decentralization usually means fiscal decentralization. Reforming the intergovernmental fiscal system is usually the first priority. To the political scientist, decentralization usually means a set of policy issues, a focus on who has authority and responsibility. The political scientist tends to focus on the structure of power and authority and how it is wielded. To the institutional economist, decentralization usually involves getting an incentive system in place so that individual behavior meets expectations. To the sociologist, decentralization usually means participation, and the role of informal organizations and community groups is a major focal point. The urban planner or economist may stress yet another element—decentralization as a strategy for enhancing local economic development. Finally, the civil society expert sees decentralization as a path to democratic local governance.

An attempt to review the literature on the concept of decentralization reveals the following.

According to (Mawhood 1983:18), decentralization is understood as sharing of part of governmental power by a central ruling group with other groups, each having authority within a specific area of the state. The fundamental areas in the decentralization are power, authority and responsibility (ibid). Tegegne and Kassahun (2004:36) also defined decentralization as the transfer of legal and political authority from a central government and its affiliates to sub- national units of government in the process of making decisions and managing public functions. It is a process through which authority and responsibility for public functions is transferred from central government to local government.

The most comprehensive definition of decentralization is given by Rondinelli (1989:137) who defines decentralization as: the transfer or delegation of legal; and political authority to plan, make decisions and manage public functions from central government and its agencies to subordinate units of government, semi-autonomous public corporations, area wide or regional development authorities; functional authorities, autonomous local government or non-governmental organizations.

This definition encompasses the concept of transfer and delegation, which characterizes the different forms of decentralization. Therefore, the concept is more specifically defined in the context of its different dimensions and forms within the level of authority exercised and responsibilities given to agency in charge of some kind of decentralized function or service (Turner and Hulme, 1997:152-155). In connection to this Meheret (1998:1) states decentralization as

Decentralization in different forms has been propounded as an essential political agenda for democratic self-governance and socio-economic growth for over three decades. In particular, two major patterns of decentralization, vis. political and administrative decentralization, suggest viable options to promote democracy, development, political stability and efficiency in government management in much of the development and governance literature.

As it is defined by UNDP, and cited in Mahat (2007:14), Decentralization is considered as part of overall government system of any society. It is a process by which authority, responsibility, power, resources and accountability are transferred from central level of government to sub national level. Improved governance will require not only strengthened central and local governments but also the involvement of other actors from civil society organization and private sector in partnership with government at all level.

Decentralization is much more than public sector, civil serve or administrative reform. It involves the roles and relationships of all of the societal actors, whether governmental, private sector or civil society. The design of decentralization programs must take this in to account. This is why UNDP prefers the use of the term decentralized governance rather than the term decentralization (UNDP cited in Mahat 2007:14).

Thus, it is to be realized that it is defined and measured differently in different studies. Regarding the measurement of degree of decentralization, Sharma (2006:53) states that how decentralization is measured depends partly on how it is defined. Accordingly to measure the extent of decentralization in the study area, the way decentralization is defined in Ethiopian context and the definitions extracted from different source and cited in this literature were used in analysis.

2.3. CONDITIONS FOR EFFECTIVE DECENTRALIZATION

Decentralization requires some kind of commitments and the existence of well installed institutional structure to enhance development at all level. (Fenta, 1998; Fritzen and Lim, 2006 cited in Tsegaye 2008:28) pointed out the following as precondition for effective decentralization.

- *Political Commitment:* Decentralization can not occur until it is supported by the highest political authority. The degrees to which national political leaders through out the political hierarchy are committed to decentralize planning objectives determine the effectiveness of decentralization policy.

- *Effective Inter-organizational Relations:* Decentralization requires some sort of special implementing machinery, including an agency especially responsible for coordinating and implementing an action plan.
- *Availability to access to resource required:* lack of resources implies incapacity of any agency. Most developing countries are mostly constrained by lack of finance to implement decentralization policies.
- *Capacity of implementing agencies:* Genuine decentralization has to be institutionalized and integrating their own organizational policies in to practice. The nature and the capacity of agency determine the out come of decentralization policies.
- *Complementary support:* An effective process of decentralization must be based on proper understanding of limitations and the possibilities of top down directives and bottom up initiatives.

2.4. A FRAMEWORK FOR ANALYZING DECENTRALIZATION

Many analysis of decentralization consider the transfer of powers in three sectors to be necessary for success. (Manor, cited in World Resources Institute 2002:7) for example, argues that if it is to have significant promise, decentralization must entail a mixture of all three dimensions: democratic, fiscal and administrative. For the purpose of analyzing decentralization, the three dimensions with their performance indicators were used.

Further, characteristics of decentralization, Actors in decentralization and accountabilities were used here as specific framework to analyze the decentralization program.

Democratic decentralization is first presented here not to express their difference from political decentralization, but to explain reciprocal relationship that could be maintained among levels of government.

2.4.1. DEMOCRATIC DECENTRALIZATION

According to Research Triangle Institute, (1997:2) Democratic decentralization is the development of reciprocal relationships between central and local governments and between local governments and citizens. It addresses the power to develop and implement policy, the extension of democratic processes to

lower levels of government, and measures to ensure that democracy is sustainable. Democratic decentralization incorporates both *decentralization* and *democratic local governance*.

The decentralization component of democratic decentralization, as it is explained in section 2.2 above, is the transfer of authority and responsibility from central government to local government, whereas 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. 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 (Ibid).

2.4.1.1. CHARACTERISTICS AND KEY RELATIONSHIPS IN DEMOCRATIC DECENTRALIZATION

The relationships among democratic decentralization, decentralization, and democratic local governance are not a hierarchical relationship but rather a spectrum of relationships that help define a framework for implementing democratic decentralization strategies (Research Triangle Institute, 1997:7). The research institute identified the following relationships.

1. Central — Sub-national/Local (*Decentralization*)

The first major relationship is between the central government and the sub national or local government. This reciprocal relationship is *decentralization*, the transfer of authority and responsibility to local government. The authority and responsibility are administrative, financial, and political. Local governments participate in central policymaking and influence activities at the central level, as well as carrying out responsibilities formerly conducted by the central government.

These major relationships of democratic decentralization are characterized by

- Instituting Constitutional and Legal Reforms to Devolve Power

This includes passing of constitutional provisions and laws which devolve authority to democratically elected agencies of government, and the subsequent central governments implementation of and support for those laws. It also includes respect for human and civil rights and respect for the rule of law

- Increasing Local Governments' Ability to Act

This includes revenue mobilization, competent budgeting and financial management of those revenues, effective policymaking, enhanced skills and professionalism, and merit-based recruitment and promotion. Local governments also gain capacity for self restructuring and for initiating novel arrangements and partnerships with the private and nongovernmental sector in order to respond to new challenges.

2. Local/Sub-national —Citizens (*Democratic Local Governance*)

The second major reciprocal relationship according the Research Triangle Institute is between local governments and citizens, or *democratic local governance*. Many relationships can be summarized as “local government and citizens” — for example, relationships between the local government and individual citizens, community groups, businesses, news media and other local governments. It includes;

- Increasing Local Government Accountability, Transparency, and Responsiveness. These characteristics include ethical standards and codes, performance measures, open information, auditing, transparency, information systems, citizen oversight, and responsiveness to citizen needs, opinions, and requests.
- Enhancing the Role of Civil Society includes peaceful competition for political power and free and fair contested elections of all key local government councilors, access of the public to information and to all meetings, town meetings, citizen boards, and other mechanisms for joint decision-making. It includes an environment that encourages participation by all sectors of the population.

3. The third reciprocal relationship is between citizens and the central government. It is not the key focus of democratic decentralization, but it is important as part of the enabling environment. This relationship includes fundamental rights and responsibilities of citizens guaranteed by the central government, and the ability of citizens to directly influence the central government. As stated above democratic decentralization includes both decentralization and democratic decentralization.

The research institute also provides features or characters that differentiate decentralization from democratic governance (see the detail from the following table) .

Table 2: 1. Characteristics of Democratic Decentralization

Decentralization	Democratic Governance
<ul style="list-style-type: none"> ▪ Instituting constitutional and legal reforms to devolve power to local structures(changes in relationships among levels of government) ▪ Increasing local government’s ability to act (human and financial capacity and significant responsibility) 	<ul style="list-style-type: none"> ▪ Increasing local government accountability, transparency, and responsiveness (changes in the relationship of governments to citizens) ▪ Enhancing the role of civil society (individual and collective participation) ▪ Improving the quality of life (citizen empowerment, service quality, and equitable access)

Source: The Research Triangle Institute

2.4.2. DIMENSIONS OF DECENTRALIZATION

The most widely recognized dimensions of decentralization with their sample performance indicators were presented hereafter to use them as a framework for analyzing decentralization.

2.4.2.1. POLITICAL DECENTRALIZATION AND PERFORMANCE INDICATORS

Political decentralization is the transfer of political authority and Power to sub national governments where elected and empowered sub-national government units exist (Martinussen, 1997:210); (USAID, 2009:10). This transfer takes place through constitutional amendments and electoral reforms that create new (or strengthen existing) spaces for the representation of sub national polities.

Owens and Shaw, 1972; Mawood, 1993; Wunsch and Olowu, 1995 as cited by Mheret (1998: 1), suggest that;

Political decentralization is a way of sharing state powers and responsibilities between the center and regional and sub-regional governments. It is generally a response to political pressures, for example, demands for cession. As such, political decentralization is intended to give self-rule to ethnic/national groups and thus forestall the break-up of multi-ethnic nation states. Thus form of decentralization grants cultural and linguistic autonomy to separatist groups, and allows them to administer their affairs and carry out development in defined areas of jurisdiction. The governments that run such self-governing territories must be freely elected by the people because this democratic practice enhances the responsiveness and accountability of these administrations to the electorate.

Since authority is vested in representatives elected by the local population, the formal line of accountability is to the electorate within their jurisdiction. Contrary to the practice under other forms of decentralization, devolved local governments have clear and legally recognized geographic boundaries over which they exercise authority and within which they perform public functions (Turner and Hulme, 1997:154). Theoretically, devolved political subdivisions such as regional authorities or local authorities are politically responsible to the local population for their decisions and their activities are substantially outside the direct control of central government.

Decentralization can help advance a number of distinct objectives. From the standpoint of promoting stability, strengthening the sub national offices of national government agencies can help accommodate diverse local demands in a conflict-ridden environment. With a view toward democracy, devolving power can invest larger numbers of citizens as active participants in the political system, giving political opportunities at the sub national level to actors who do not typically wield much influence in national politics (USAID, 2009: 1).

In different political and development literature, political dimensions of decentralization have many objectives. One major objective of political decentralization according to Meheret (1998:4) is to provide an alternative formula for addressing demands for secession. Many heterogeneous nation-states which face persistent demands for secession and /or self-rule use political decentralization to attain political stability and peace. He also stated that governments implement political decentralization in order to achieve the following objectives.

1. Empowering Communities for Self-Government

Empowerment is a highly desirable political agenda in decentralization because it gives people a chance to be responsible for their lives. Political decentralization can help to generate a high degree of political participation because it empowers the people to elect leaders from among themselves and hold them accountable. Generally, people show interest in government when they can influence the policy response of their leaders. They prefer elected officials over whom they can exercise leverage to being served by politicians and administrators appointed by central authorities (Samoff 1990 cited in Meheret 1998:4)

Political decentralization promotes self- government and devolution of power. As an exercise in self-government, devolution of power enables a community to decide on matters affecting their lives. In addition, since devolved governments are managed by elected representatives, who owe their accountability to the electorate, this democratic practice confers the right upon a group of people to determine their destiny (Allen 1990; Friedman 1992 cited in Meheret 1998:4).

2. Enhancing Accountability and Responsiveness in Governance

Decentralization is argued as a mechanism to enhance accountability in governance. It is one feature of governance and an instrument for good governance and the successes or failures in governance are related to the issue of accountability (ibid). Accountability is both personal and institutional. Accountability becomes personal when authority and responsibility are delegated vertically from top to bottom, from supervisor to subordinate, in which the supervisor holds the subordinate personally accountable. It is also institutional. From governance point of view, accountability is about being able to hold public officials responsible for their actions. From such relationship, excellent results are obtained and failure may involve sanctions including the withdrawal or modifications of working systems (Bahatta, 1998:232)

Meheret (1998:5) and Turner and Hulme (1997:157) also argue that accountability is enhanced because local representatives are more accessible to the populace and can thus be held more closely accountable for their policies and outcomes than distant authorities at central level. Physical proximity also makes it easy to make local officials accountable for their performances. Accountability and responsiveness are the features of democratic governance.

3. Accommodating Diversity

Political decentralization provides a formula for different ethnic, linguistic and religious groups to live together as a unified political community. Since it permits a high degree of autonomy, it is a compromise between secession and highly centralized governance arrangement. Multi- ethnic nations, which have decentralized governments, guarantee the cultural, religious and linguistic equality of the diverse groups through self-rule (Meheret 1998:5); (USAID, 2009:1).

Decentralization dimensions and characteristics of decentralization can be viewed through the lens of performance indicators (Research Triangle Institute ,1997: 18). Some of the sample performance indicators of political decentralization used in this study and identified by Research Triangle Institute are as follows;

- passage of constitutional and legal reforms to devolve power (local governments have protected legal
- status and specific powers and responsibilities)
- number or percentage of local government decisions overturned by central government
- level of authority to accept, reject, or modify central government plans for urban infrastructure constructed by central agencies
- competitive election of local officials
- level of consultation with associations of local officials on national policy issue
- percentage of citizens registered to vote and percentage of registered citizens voting (gender disaggregated)
- elections scheduled and held as planned
- percentage of executives, administrators, candidates, and elected officials who are women
- transfer of legislative authority to local councils to collect local taxes and fees
- percentage of local staff completing relevant skills training, and evidence of use of that training
- percentage of local government staff hired by local government
- percentage of local revenue generated by local government
- percentage of local government operating costs covered by local revenue
- percentage of cost of urban services covered by fees
- proportion of local government executive posts for which recruitment is based on clear job descriptions and merit
- public perceptions of corruption in the provision of government services, as reported in opinion polls

2.4.2.2 ADMINISTRATIVE DECENTRALIZATION

Administrative decentralization according to Meheret (1998:1) involves the sharing of responsibility and authority between headquarters and field offices. The functions and authority are centrally delegated as a matter of administrative expediency and can be revoked by the center when circumstances warrant with the objective of efficiency in

government through centralized allocation of resources, including manpower and finance. To examine how administrative resources in terms of manpower are distributed across tiers of government, personnel decentralization i.e recruitment, selection promotion were used for analysis. Treisman (2000:13) argue that the greater the share of administrative personnel employed at lower tier, the greater is personnel decentralization.

The purpose of administrative decentralization is to transfer decision-making authority and responsibilities for delivery of services by lower level government agencies, field offices, or line agencies (Matinussen 1997:210-211; Turner and Hulme 1997:152-154; Walsh 1969:154-158; Meheret 1998:2). For detail understanding of political and administrative decentralization, the distinctions are stated in table 2:1.

Since recently, institutional decentralization has been added to these dimensions owing to the gaining importance by institutions. Institutional decentralization refers to the creation of politico-administrative organizations, especially at the sub-national level. It is concerned with how decentralized institutions are constituted with development of appropriate legal frameworks that define the relationship between different decentralized agencies and other organizations. The objective of institutional decentralization is to clarify responsibilities of decentralized institutions so that accountability is fixed and political interference from the center is minimized. It is also aimed at promoting vertical decentralization of power and local governance by expanding the autonomy of key institutions involved in socio-economic processes at local level (Chikulo, 1998:95-97).

Table 2:2 The Distinction Between Political and Administrative Decentralization

Parameter	Political Decentralization	Administrative Decentralization
➤ Operational definition	<ul style="list-style-type: none"> ➤ Devolution of Power and authority ➤ Emphasis on Institutional and fiscal 	<ul style="list-style-type: none"> ➤ Deconcentration of authority and responsibility ➤ Central allocation of resources
➤ Organizational charter	<ul style="list-style-type: none"> ➤ Decision-making authority spatially dispersed ➤ Territorial/spatial link 	<ul style="list-style-type: none"> ➤ Administrative Delegation of responsibility and functions to branch offices ➤ Organizational/Administrativ
➤ Objective / goals	<ul style="list-style-type: none"> ➤ Equity ➤ Accommodating ➤ Diversity ➤ Empowerment 	<ul style="list-style-type: none"> ➤ Efficiency ➤ Uniformity and Consistency ➤ Hierarchal Control
➤ Limitations / Problems	<ul style="list-style-type: none"> ➤ Danger of Political Exclusion ➤ Constant Central Government Intrusion ➤ Upward accountability ➤ Conflicting claims over Federal Government 	<ul style="list-style-type: none"> ➤ Bureaucratize rigidity ➤ Limited Institutional and administrative capacity ➤ Limited discretion ➤ Top-down Leadership

Source: Mehret (1998:3) Some preliminary observation on institutional and administrative gaps in Ethiopia's decentralization process. Working paper No 1, RLDS, Addis Ababa University.

Decentralization dimensions and characteristics of decentralization can be viewed through the lens of performance indicators (Research Triangle Institute, 1997: 18). Some of the sample performance indicators of Administrative decentralization used in this study and identified by Research Triangle Institute are as follows;

- increase in authorities specifically reserved to local government (as opposed to center)
- number of reforms passed, in comparison with a list of recommended or promoted reforms
- number of local government decisions overturned by central government
- scope of responsibilities clearly defined for each level
- number or percentage of local laws passed without hindrance from central government
- degree of assignment of functional responsibilities from central government to local government
- existence of codes of conduct or other legally binding statements for local officials

2.4.2.3. FISCAL DECENTRALIZATION

Regarding the fiscal arrangement for decentralization, there are two basic issues that are commonly raised in the literature on the financial arrangements for decentralization in the modern state. First, there is the question of the relative powers of central and decentralized governments to raise revenues. While one school of thought argues for virtual monopoly of revenue-raising powers by the central government (the centralization school), another (the decentralization school) argues for significant powers to be granted to the decentralized governments. The second issue is the relative importance of the proportion of total government revenues that is actually utilized by central and decentralized governments, regardless of how the revenues are raised in the first place. The role of sub-national governments in raising revenues and their actual spending

powers are regarded as good indicators of the degree of decentralization in a given state (Adamolekun 1991:79).

Fiscal decentralization concerns the way tax revenues and public expenditures are distributed among the different tiers of government (Treisman 2002:11). The degree of decentralization is the extent of independent decision-making by the various arms of the government in the provision of social and economic services. It connotes the degree of autonomy of state and local governments in carrying out various economic tasks. Intergovernmental fiscal relations and fiscal decentralization dealt with how the government sector is organized and financed. Dispersal of financial responsibility is a core component of decentralization. If local governments are to carry out decentralized functions effectively, they must have an adequate level of revenues-either raised locally or transferred from the central governments as well as the authority to make decisions about expenditures(Wikipedia)http://en.wikipedia.org/wiki/Decentralization#Fiscal_decentralization_and_fiscal_federalism.

Nowadays, fiscal decentralization is the proper location by level of government of various taxes, spending programs, grants and regulation is becoming an important issue not only in the literature but also in the real world. Fiscal decentralization can take many forms, including Self- financing or cost recovery through user charges, co-financing or co-production arrangements through which the users participate in providing services and infrastructure through monetary or labor contributions, expansion of local revenues through property or sales tax or indirect charges, intergovernmental transfers that shift general revenues from taxes collected by the central government to local governments for general or specific uses etc (ibid).

Federal systems are seen to provide safeguards against the threat of centralized exploitation as well as decentralized opportunistic behavior while bringing decision makers closer to the people. The principles of fiscal federalism are concerned with the design of fiscal constitutions-that is, how taxing, spending and regulatory functions are allocated among governments and how intergovernmental transfers are structured and these arrangements are of fundamental importance to the efficient and equitable provision of public service Shah (2007:3).

Intergovernmental fiscal relation studies how these different levels of government interact with each other on fiscal issues. The assignment of fiscal decision making powers and management responsibilities to lower level of government has four building blocks (Boxe 2001:5) these are:

- Assignment of expenditure responsibilities: what are the functions and responsibilities of each level of government?
- Assignment of Revenue Sources: what tax and non-tax revenues sources will be made available to sub national governments in order to provide them with resource?
- Intergovernmental fiscal transfers: in addition to assigning revenue sources, central government may provide regional and local government with additional resources through a system of intergovernmental transfer or grants
- Sub-national deficit borrowing and debt: if sub national governments do not carefully balance their annual expenditure with revenues and transfers, this will result in sub national deficit and the incurrence of date.

1. The Assignment of Expenditure Responsibilities

One important factor in determining the type of fiscal decentralization is the extent to which sub-nation entities are given autonomy to determine the allocation of their expenditure and the ability of raise revenue (World Bank 2001 cited in Mahat 2007:18). It comprises the expenditure responsibility of different levels of government and the means through which these responsibilities are financed. Shah (2008:297) argues that both revenue and expenditure responsibilities should be assigned clearly to enable citizen to discern good from bad performance and the demand results from the respective levels of the government.

Although decentralization trend, objectives and outcomes of decentralization vary across countries, expenditures responsibilities of sub-national government includes health, education and infrastructures as well as welfare functions (Shah, 2008:298). The first fundamental step in the design of a system of intergovernmental fiscal relations should be the clear assignment of functional and revenue responsibilities among different levels of

government. The rationale for assigning different revenue for different federal and regional government is their difference in functions. The allocation of expenditure, regulatory and tax functions among different levels of governments are the fundamental issues in federalism literature.

The literature on federalism also argues that finance should follow functions. On this issue, (Shah 2007:5), argues that assigning responsibilities for spending, including the exercise of regulatory functions, must precede the assignments of responsibilities for taxation because tax assignment is generally guided by the spending requirements of the different order of governments and can not be determined in advance. Accordingly the Ethiopian government also assigns different functions both federal government and regional government. The details of such assignment are shown in the following table

Table 2.3 Intergovernmental Functions

Federal Government	Regional State
<p>Defense;</p> <p>Foreign affairs;</p> <p>Economic Policy;</p> <p>Conferring Citizenship;</p> <p>Declaration of state Emergency;</p> <p>Deployment of army where situations beyond the capacity of regional governments arise;</p> <p>Printing of currency;</p> <p>Formulation and execution of country's financial and monetary and foreign investment policies and strategies;</p> <p>Establishing of uniform standard of measurement /calendar;</p> <p>Levy tax and collect duties on revenue sources reserved to federal government;</p> <p>Establish and administering major development establishment;</p> <p>Building and establishing major communication networks including major road linking two or more states.</p>	<p>All matters with the exception of those listed under federal government;</p> <p>Administering land and other natural resource;</p> <p>Levy and collect taxes and duties on revenue reserved to the states;</p> <p>Prepare, approve and implement their own budgets;</p> <p>Enact and enforce laws on the state civil service on their condition of work;</p> <p>Establish and administer state police force.</p>

Sources: The 1995, FDRE's Constitution,

2. The assignment of Revenue Sources

Governments rely on a wide range of tax instruments available for their revenue needs, such as direct, indirect, general, specific, business, individual etc. With regard to revenue assignment, the way sub-national governments are financed depends on their expenditure decision and tax rate efforts. Tax here, represents a compulsory levy against income, consumption, or wealth, with out regard to benefits received by the payers and often unrelated to ability to pay. According to Wright (1988:125) the three broad categories of tax are those levied in income, sales (consumption) and property. Tax designed to cover at least marginal costs of local service provision, such as property taxes, user charge and fees should be assigned to local governments, (Shah 2008:299).

The question of which revenue sources can and should be assigned sub national level governments and what are feature of good local tax and other related questions are called the tax assignment problem (Boex and Heredia, 2005) cited in Mahat (2007;20). They also argue that complete fiscal autonomy over revenues required that, in principles local governments can change tax rate and set tax bases.

Taxation decentralization follows spending decentralization .If fiscal decentralization is to be a reality, sensational governments must control their own source of revenue which is the essence of decentralization (Yilmaz 2001 Boex and Heredia 2005 cited in Mahat 2007:19). Added to this they further argue that sub national governments that lack independent sources of revenue can never truly enjoy fiscal autonomy. If sub-national governments are not responsible for at least some level of their own revenue, they have too little chance to provide local public service in a cost-effective way if the sub national governments are assigned more revenue than their spending requires, they may have the chance to reduce taxes or increase public sector wage (Shah, 2007:9) According to the Ethiopian constitution Revenue bases are classified as Federal, Regional and Joint as in indicated in the following table.

Table 2.3. Intergovernmental Revenue Sources

Federal	Regional	Joint
Custom duty, taxes in imports and exports. Income tax on federal government employees international organizations;	Income tax on employees of the state and of private enterprise; Land fee Income of private farmers and farmers who are incorporated;	Tax from profit, sales, excise and personal income tax for enterprise established jointly;
Income, profit and sales tax on government enterprise;	Profit and sales taxes on individual traders within their territory. Water transport fees with in the state;	Profit of companies and dividends paid to shareholders; Income from large scale mining, petroleum and gas operations and royalties.
Income from national lotteries other games of chance;	Income from private house and other properties within the state;	
Taxes on proceeds of air, transport;	Rental income from house owned by the state;	
Rental income of federal government houses and properties;	Income, excise and personal income tax, of government enterprise located with in the state; Income form mining operations royalty fee and land rent;	
Federal license fees;	Fees related to license and service rendered by the state;	
Income of government monopolies	Royalty fee for use of forest resources;	
Tax from Stamp duties		

Source: The 1995, FDRE'S Constitution Article 96 & 97

Regarding roles and responsibilities of local governments, the constitutional and legal status of local government, state governments in federal countries assure varying degrees of oversight with regard to the provision of local public service. The fiscal federalism literature provides normative framework for assigning responsibilities for local government. The assignment of public service to local government can be based on consideration such as economics of scale, (appropriate building to local public service to improve efficiency through information and coordination economies, and enhanced accountability through voter participation, cost recovery, cost-benefit spill over, proximity, to beneficiaries, consumer preference, and budgetary choice about the composition of spending shah (2007: 23)

Since, the overall objective of local governments is to maximize social out come for residents and to provide and enabling environment for private sector development through efficient provision of public service. Some of the tools for local finance according to Shah (207: 24) include;

- Local tax service with public good characteristic-street, roads, street light
- User charge for service with private goods characteristic- water, sewerage, solid west
- Conditional, non-matching, out put based grants from national or state governments for merit goods: education and health.
- Un-conditional grants for fiscal gap and equalization purpose
- Capital grants for infrastructure if fiscal capacity is low
- Capital market finance for infrastructure or fiscal capacity is low
- Development charge for financing growth with higher charges for developing land on local government boundaries.
- Public private partnership for infrastructures finance but keeping public ownership and control of strategic assets and
- Tax increment financing districts

3. Intergovernmental Fiscal Transfers

In addition to assigning revenue sources, central government may provide regional and local governments with additional resources through a system of intergovernmental transfer or grants.

Besides the assignment of own- source of revenues, fiscal systems rely on to varying degree on intergovernmental transfer to ensure resource adequacy at sub national levels. Though the design, allocation, mechanism, magnitude and relative importance of fiscal transfer vary across country, the transfer should ensure certainty and predictability so that the local governments to prevent opportunities shifts of expenditure obligations to higher levels of government, Bird and Smart (2001) cited in , shah (2008:299).

The revenue and expenditure assignments give rise to vertical and horizontal imbalances within a country's intergovernmental finances. In fact, every intergovernmental transfer system has two dimensions: (1) the vertical dimension concerned with the distribution of revenues between central and local governments and (2) the horizontal dimension, concerned with the allocation of financial resources among the recipient units. A Vertical imbalance occurs when the expenditure responsibility of sub national governments do not match with their revenue raising power (Tegegn and Kassahun 2007:19). Where as a horizontal imbalance takes place when own physical capacities to carry out the same functions differ across sub national governments .These imbalance are usually handled through a variety of transfer mechanism in order to allow sub national governments to perform their assigned function (Yilmaz 2001 cited in Mahat 2007:21).

The grant-in-aid, which transfers funds for particular purpose from one level of government to another, is a primary means for distributing national revenues to the state and localities Bowman and Kearney (1987:35). According to their view federal grants are attached to variety of conditions to which the recipients must adhere if they are to receive the money. These includes requirements to recipients governments to mach national contributions and regulation directly related to the purpose of individual grant such as meeting national standards for quality of drinking water.

4. Sub-National Deficit Borrowing

Finally, if sub national governments do not carefully balance their annual expenditures with revenues and transfers, this results in sub- national deficit and the incurrence of debt. Borrowing and access to capital markets through municipal bonds can be used to finance capital assets and improve fiscal discipline on sub national government with the framework placed at central government to prevent excess sub- national borrowing and budget constraints (Redden 2000 cited in Shah 2008:299).

Decentralization dimensions and characteristics of decentralization can be viewed through the lens of performance indicators (Research Triangle institute RTI 1997: 18). Some of the sample performance indicators of fiscal decentralization used in this study and identified by Research Triangle Institute are as follows;

- existence of legislative authority to collect local taxes and fees for use locally
- trends in local own-source revenue
- percentage of locally generated revenue retained locally
- percentage of residents paying (specified) local taxes
- degree of independence in use of central financial transfers
- percentage of local government budget mandated by central government
- authority for local debt financing
- existence of local economic development strategies and incentives

2.4.3. ESSENTIAL CHARACTERISTICS OF DECENTRALIZATION: AUTHORITY, AUTONOMY, ACCOUNTABILITY, AND CAPACITY

Decentralization's multiple dimensions, goals and arenas make it a complicated and somewhat difficult phenomenon to understand, let alone support effectively. Despite all this complexity, however, no matter what form decentralization takes, toward what goal it is intended, or in what arena it is adopted, all decentralizing changes must embody certain key characteristics in order to succeed. According to (USAID, 2009: 7) there are four characteristics—authority, autonomy, accountability, and capacity—to provide analytical coherence to what is empirically a complicated and often incoherent phenomenon.

Authority. Sub national governments or sub national administrative units of the national government must be given authority to undertake specific functions. For decentralization to be meaningful sub national administrative units or governments must do something to benefit their citizen-residents, who must know what local administrators or councilors are authorized to do in order to interact with them effectively. Authority, which can be mandatory or permissive (allowed but not compulsory or prohibited) can be enshrined in a constitution or outlined in laws, or can be decreed administratively (though decreed changes are more easily modified and therefore less stable than constitutional and legislative authority)

Autonomy. Decentralization requires that sub national administrative units or governments be given some degree of autonomy over functions they now have the authority to undertake. The national government has a legitimate stake in maintaining some control over functions that support critical national goals (such as stability, democracy, and development), but certain functions or aspects thereof can often be assigned to sub national actors. Autonomy provides sub national officials with flexibility to respond more effectively to local conditions and the specific needs of local people.

Accountability. Decentralization must create a degree of accountability to empowered local citizens, who know what to hold sub national public officials accountable for by virtue of the specific authorities allowed to them. Of course, accountability is more powerful in cases where voters can replace elected officials if they do not adequately respond to local needs.

Capacity. Effective decentralization requires that sub national administrative units or governments have adequate capacity to use their authority and autonomy to be responsive to local people. If sub national officials are unable to deliver functions that local residents expect from them, the potential benefits of decentralization are unlikely to be realized.

The following table provides summary of each dimensions of decentralization by describing the presumed core impact of each dimension of decentralization on the four characteristics of authority, autonomy, accountability, and capacity.

TABLE 2.5. DIMENSIONS AND CHARACTERISTICS OF DEMOCRATIC DECENTRALIZATION

	Political	Fiscal	Administration
Authority	Sub national officials receive the authority to govern through elections rather than via appointment by the national government.	Sub national officials have the authority to levy taxes and make spending decisions.	Sub national officials have the authority to plan and manage the provisions of an expanded range of services.
Autonomy	Sub national officials gain autonomy from national governments because they hold distinct electoral mandates and because certain autonomies have been defined in law or institutionalized in long accepted practice.	Sub national officials can act autonomously (subject to national law and regulation) from the national government to the degree that they can make their own decisions about revenues about revenues and expenditure.	Sub national officials are able to hire and fire sub national governments employees (subject to civil service rules), giving officials some degree of autonomy relative to the national government.
Capacity	Sub national officials face electoral incentives to build the capacity of sub national governments so that they can provide valued services.	Sub national officials understand the likely economic consequences of tax and expenditure decisions.	Sub national officials are able to perform their assigned roles because they sit atop structures with sufficient institutional capacity.

Source: USAID Handbook.

2.4.4. ACTORS IN DECENTRALIZATION

According to (World Resource Institute 2002:7), while political, fiscal, and administrative dimensions are critical for statecraft, new tools are necessary to understand

the principles that make decentralization effective. Accordingly the institute identified three distinct dimensions underlie all acts of decentralization: *actors*, *powers*, and *accountability* and state that without an understanding of the powers of various actors, the domains in which they exercise their powers, and to whom and how they are accountable, it is impossible to learn the extent to which meaningful decentralization has taken place.

Actors in the local arena who exercise powers over public resources may include appointed or elected officials, NGOs, chiefs, powerful individuals, or corporate bodies such as communities, cooperatives, and committees. Each of these actors is typically located in particular relations of accountability and has certain types of powers. These relations depend on the historical, social, and political constitution of the powers of each actor, which may be based on ideology, wealth, heredity, election, appointment, or other factors. Actors may also be differentiated from each other by their beliefs and objectives, or if collective rather than individual, by the internal structure of their organization, their membership, funding sources and the laws to which they are subject (World Resource Institute 2002:7).

2.4.5. TYPES OF POWER.

Regarding powers, World Resource Institute (2002.8), distinguished four broad powers of decision-making as being crucial to understanding decentralization. These powers are a) the power to *create rules* or modify old ones, b) the power to *make decisions* about how a particular resource or opportunity is to be used, c) the power to *implement and ensure compliance* to the new or altered rules, and d) the power to *adjudicate disputes* that arise in the effort to create rules and ensure compliance. These four types of powers correspond to three more familiar categories: legislative (creation of rules), executive (making, implementing, and enforcing of decisions), and judicial (adjudication of disputes) (Ibid).

Further, the classical issues of separation of powers and checks and balances that apply to central governments also have their corollaries in the decentralized arena. The *power to create new rules* is usually held in some domain of decision-making over which

governments seek to decentralize control, and in relation to some group of actors. Those who exercise the power to design new rules or modify old ones do so for some kind of resources, and for some groups of people. This set of powers allows decentralized actors to legislate principles that structure decisions and actions concerning who is to benefit from given resources or opportunities, as well as how, and to what extent, they are able to do so (ibid).

2.4. 6. ACCOUNTABILITY IN DECENTRALIZATION

Rulers claim to be responsible to their people; people try to hold them to account. Accountability is thus the measure of responsibility (Lonsdale, 1999 cited in Mebratu 2008: 20). The allocation of different sets of powers of decision-making and rule-making to lower-level actors creates decentralization. If powers are decentralized to actors who are not accountable to their constituents, or who are accountable only to themselves or superior authorities within the structure of the government, then decentralization is not likely to accomplish its stated aims. It is only when constituents come to exercise accountability as a countervailing power that decentralization is likely to be effective (World Resource Institute 1997:10).

2.5. RATIONALES FOR DECENTRALIZATION

Decentralization is a mode of governance and a development strategy, which is characterized by a bottom-up approach. From the 1950s onwards, the concept of decentralization has been used as a means of reaching the population scattered in the rural areas by establishing center-periphery linkages. Since the 1960s, the concept has been more focused in facilitating participation of people at grassroots level in development. Decentralization aims to achieve one of the central aspirations of political governance/democratization or the desire that people should have a say in their own affairs (Agrawal and Ribot 2000) cited in Mahat 2007:25).

The possible argument in favor of decentralization according to Boex (2001: 8) includes

1. The mix of service provided will better match the demands of the local population.
2. Government officials will become more accountable to voters for the quality of their service they provide.
3. Local populations will be more willing to pay for public service since their preferences will be honored.
4. Decentralization may enhance revenue mobilization as local governments may be in better positions to raise certain types of revenue.
5. Decentralization allows fiscal experiments in regions there by creating an environment for fiscal and environmental for fiscal and budgetary innovations.
6. Politically a decentralized system of government may be considered more democratic and might accommodate calls for greater regional autonomy and thus prevent centrifugal forces and national fragmentation.

Decentralization also enhances effective performance and realization of local preferences. In this regard, Turner and Hulme (1997: 151-152) argues that a remedy to the problems associated in a centralized system is decentralization. This is due to the fact that decentralization is characterized by proximity, relevance, autonomy, participation, accountability, and even democracy. Accordingly, decentralization places authority and responsibility for decision-making outside the political and administrative center and generally enhances resource mobilization and utilization, accountability, participation, and efficiency and responsiveness in service delivery. The aforementioned theoretical background and the benefits of decentralization as explained below will be used as a theoretical framework for this study.

Another argument in favor of decentralization is also about its benefit in Resource Mobilization and Management. By devolving resources and decision-making powers to local governments, decentralization can generate financial capacities, efficiency and quality gains that promote effective delivery of services. In terms of financial resources, it is argued that decentralization is attractive to national governments because part of the burden of financing services can be shifted to sub-national units and private providers. It entails shifting of responsibilities with corresponding fiscal resources to sub-national levels and allows not only increased resource mobilization but also maximizes the

provision of services like health, education and others by allowing local governments to take decisions on the allocation of scarce resources, according to local needs and priorities (Martinussen, 1997:213).

2.6 . GOOD GOVERNANCE AND ITS ELEMENTS.

One of the major reasons of decentralization program is to enhance and promote good governance and local self rule and hence local development is hardly realizable with out establishing the basic principles good governance Mahat (2007:63). Good governance is an indeterminate term used in development literature to describe how public institutions conduct public affairs and manage public resources in order to guarantee the realization of human rights.

Governance is good when it allocates and manages resources to respond to collective problems, in other words, when a state efficiently provides public goods of necessary quality to its citizens. Hence states should be assessed on both the quality and the quantity of public goods provided to citizens (Rotberg 2004-05 cited in United Nations Economic and Social Affairs 2007:35) The policies that supply public goods are guided by principles such as human rights, democratization and democracy, transparency, participation and decentralized power sharing, sound public administration, accountability, rule of law, effectiveness, equity, and strategic vision (Cheema 2005 cited in United Nations Economic and Social Affairs 2007:35).

The term governance can apply to corporate, international, national, local governance or to the interactions between other sectors of society. . Because the term good governance can be focused on any one form of governance, aid organizations and the authorities of developed countries often will focus the meaning of good governance to a set of requirements that conform to the organizations agenda, making good governance imply many different things in many different contexts. The concept of good governance often emerges as a model to compare ineffective economies or political bodies with viable economies and political bodies. We understand public governance as the ways in which stakeholders interact with each other in order to influence the outcomes of public policies. By good governance we mean: the negotiation by all the stakeholders in an

issue (or area) of improved public policy outcomes and agreed governance principles, which are both implemented and regularly evaluated by all stakeholders.

(<http://www.uned.es/113016/docencia/spd-posgrado/inap2004/IRASBovairdLoeffpap.pdf#search>)

2.6.1. CHARACTERISTICS OF GOOD GOVERNANCE

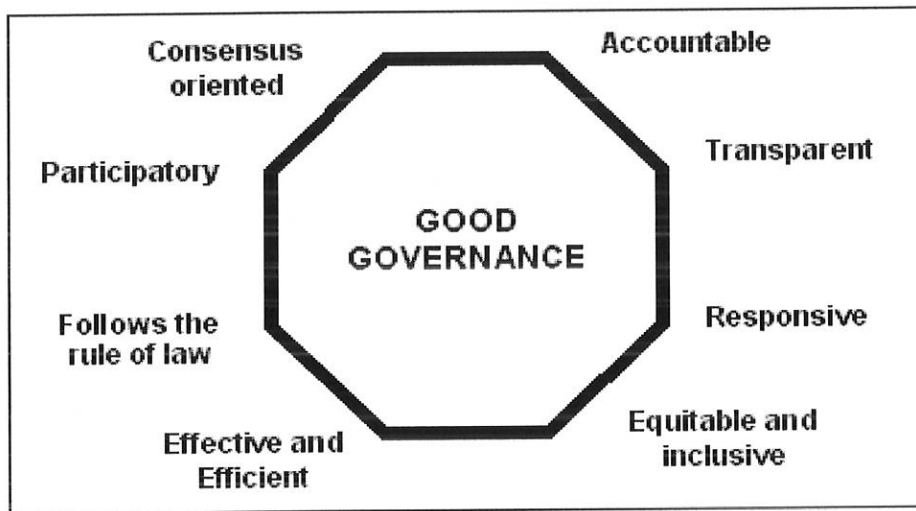
According to United Nations Economic and Social Affairs (2007:42) governance can be examined at three levels. On a global level, governance can be compared across countries and over time, on a national level and on a local level. This paper focuses on the local Perspective with the confined geographic area. Governance indicators compiled by monitors of good governance, such as the World Bank, suggest that political and financial accountability, including accountability of Public officials, require greater attention among institution.

Good governance has 8 major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law.

<http://www.unescap.org/pdd/prs/ProjectActivities/Ongoing/gg/governance.asp>

It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society.

Figure 2:1 Characteristics of good governance



Source: (<http://www.unescap.org/pdd/prs/ProjectActivities/Ongoing/gg/governance.asp>)

Note: Measuring these basic principles (elements) of good governance is important and yet difficult, hence the author tries to describe them qualitatively to give the overall picture of good governance process and try to quantify respondents' view to assess the current status that prevails in zonal Administration. Those basic elements of good governance as obtained from the above website and in consulting other reference materials are stated below as follows

A Participation and Representation

The meaning of participation ranges from almost complete outsiders' control, with involvement of local people, to a form of collective action in which local people set and implement their own agenda in the absence of outsider initiators and facilitators (Campbell et al. 2000 cited in Henok 2007:24). Some also understand participation as a means to an end and while others view it as an end in itself (Yeraswork 2000 pretty and Shah 1997 cited in Henok 2007:24). Participation is one of the key elements of good governance. It is the extent to which actors are involved in the decision-making process. Participation could be direct or through legitimate representation. The voice of citizens is particularly important in all aspects of zonal administration and residents should provide

inputs. Members of the community need to understand the zonal administrations extensive mission, how formal authority is shared and the scope and form of their involvement in governance.

In this regard the constitution of the Federal Democratic Republic of Ethiopia (FDRE) provides the legal basis for ensuring Citizens' Voice and participation in socio-economic and political processes. Legal and institutional arrangements aimed at ensuring interface between the governments and Ethiopians are enshrined in the Constitution. Article 43 (sub-article 2) explains that citizens have the right to participate in national development and in particular, to be consulted with respect to policies and projects affecting their community.

The attempt at decentralized governance is, therefore, to reverse the shortcomings of the top-down approach through initiating, facilitating, and ultimately institutionalizing participation and empowering local governance processes. According to PLAN: NET LIMITED (2005:23) Grassroots Empowerment must be seen as very long-term transformations of government, governance and community behavior. In countries where a decentralized governance system has been adopted, participation is becoming a component of political decentralization and democratic governance. It became a way of mobilizing support for policies, promoting national unity and bringing equity through resource allocation (Kibre, 1994:1).

B. Rule of law

Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force.

C. Transparency

Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement.

It also means that enough information is provided and that it is provided in easily understandable forms and media. By making full and accurate information about its mission, activities, finance, and making them publicly available the government encourage transparency and accountability.

D. Responsiveness

Good governance requires that institutions and processes try to serve all stakeholders within a reasonable time frame. It is the ability of management of public organization to give due concern to the needs and interests of its constituents.

E. Consensus oriented

There are several actors and as many view points in a given society. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community.

F. Equity and inclusiveness

A society's well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well being.

G. Effectiveness and efficiency

Efficiency can be measured in a narrow, as well as in a broad sense. A narrow approach to efficiency can translate into specific measures, such as cost per case, as for example, cost per patient, or cost per service type for example unit cost per refuse collection. A broader approach to the concept of efficiency, however, looks at the extent to which government is fostering an economically efficient system of production and distribution,

and reduces uncertainty. A broader definition of efficiency looks at the allocation of public spending and the institutions of government and its capacity to manage the economy and to implement its policies in a stable and predictable manner. By adopting a broader definition emphasizes the importance of achieving the right outputs, in preference to the goal of using inputs with optimal efficiency. For instance, the ratio of judges to population constitutes a narrow measure of efficiency of government, as it focuses on a specific area, i.e. the redressal of claims.

According to United Nations Economic and Social Affairs, looking at the broad spectrum of possible indicators that would fit the profile of being broad enough and would also relate to the predictability of the government policy issue, it is suggested that the one indicator that fits that profile is the volatility in budgetary expenditure shares and the volatility of revenue shares. Budgetary expenditure and revenue volatility, more than any other single indicator, captures the element of providing a predictable policy environment and it is broad enough. A stable policy should be reflected in stable budget allocations. Budgetary volatility tends to be high in countries in which businesses report that government policy-making is arbitrary and unpredictable.

World Development Report, (1999/2000:107-109) argues that successful decentralization improves the efficiency and responsiveness of the public sector while unsuccessful decentralization disrupts the delivery of public services. Success in decentralization of decision-making powers and functions to local level requires strong political commitment and leadership. The performance of decentralization depend on the existence of enabling institutions, motivation for reforms, and the smooth interaction of various stakeholders that forge partnership for realizing improved service delivery. It also depends on how decentralization is designed and implemented. The way it is designed determines the objectives and what could be achieved depends on the resources and responsibilities granted to local authorities and the supports from central and regional bodies.

H. Accountability

Accountability systems are changing rapidly across the world. In this regard many countries move towards, fiscal decentralization, political devolutions, and have

experimented with forms of electoral and representative democracy at both national and the local level. This situation provides sub national and local governments for being subject to local political control through regular democratic election.

Accountability is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to whom varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law.

According to Shah (2008:295) the functioning system of accountability depends on, among others electoral incentive- elections are important channels of accountability. Elections can be seen as both mechanisms to select capable political agent (prospective voting) and means to hold them accountable after they are elected (retrospective voting). How effective electoral incentive works in practice crucially depends on the design of electoral rule, the party system intra - and inter-party competitions and contestability. To minimize the distortions caused by the strategic behavior of political agents, voters need to be well informed, political competition must be fair and open, and party platforms and lists must be based on broad representation.

On the contrary, under the conditions of incomplete democratization expressed as restricted policies competition, high volatility of voters and parties, and poorly defined public policies issues, the effectiveness of political institutions in mediating popular demands in to policies is likely to diminish (Fearon 1999, Keefer and Khemani:2003), cited in Hash (2008;296). Basic Characteristic of Good Governance According to World Bank Institute is expressed as follows.

Table 2.6.Characteristics of Good Governance.

Participation/consensus Building	Key stakeholders, institutional reps, and civil society is involved in decision making.
Transparency	Fewer opportunities for authorities to abuse the system for their own interest
Equity and Inclusiveness	Communities have a stake in development and don not fell excluded Services/resources are fairness distributed
Effectiveness/Efficiency/ Responsive	Institutions /CSO produce results that meet the needs of the community while making the best use of resource
Accountability	Governments/private Sector/CSOs are accountability to Stakeholders
Access to information	Empowers stake holders to demand accountability
Rule of Law	Respect for due process

Source: World Bank Institute.

2.7. DECENTRALIZATION IN ETHIOPIA

As it is known, Ethiopia is a nation with more than 85 ethnic groups. In the span of the country, Ethiopia has had three forms of social engineering. The first social Engineering was designed by Emperor Minilik (1889-1913) but the significantly elaborated by Emperor Haileselassie (1930-36, 1941-74). Cultural and structural inequalities typified the imperial rule, with ethnic and regional discontent rising until the revolution of 1974 overthrew the Monarch (Mulalem 2009:8).

Decentralization is not new phenomena in Ethiopian. For instance, though the imperial government proposed the 1966 Awraja self administration proclamation as a pilot project

to make 50 Awrajas self administering units with considerable autonomy, the first ever attempt to decentralize local and regional government in Ethiopia was made in 1966 by the Haile Selassie government (Meheret 1998:8).

The second Ethnic social engineering (1974-91) according to (Muluaem 2009:8) was the military government's attempt to retain a unitary state and address the national question with in a framework of Marxism Leninism. The military regimen created 24 administrative regions and 5 autonomous regions with in the unitary form of state bur no devolution of authority was discernible. In the last decade of its rule, ethnic –based opposition organizations had intensified their assault on the military government leading to regime's demise in 1991.

The Derg's plan to decentralize the Ethiopian state was a response to political pressure intended to give some kind of autonomy to groups fiercely opposed to central rule. Accordingly the provinces of Tigray and Eritrea and Afar and Ogaden areas, which were some of Ethiopia's unstable regions, were designated as autonomous areas with limited self governing authority (Meheret 1998:8).

The third ethnic social engineering (1991- present) is the efforts exerted by the Ethiopian Peoples Revolutionary Democratic Front (EPRDF) to maintain the Ethiopian state on the basis of ethnic federalism as well as cultural, language and political autonomy at regional and sub- regional levels (Mulalem2009:9). The Transitional Government of Ethiopia which overthrew the Derg in 1991 adopted a federal form of state in 1992. The Ethiopian federal system assumed its present shape and form in 1995 following the adoption of the national constitution. The 1995 federal constitution recognized nine Regional States. According to the constitution, these are the states of Tigray, Afar, Amhara, Oromia, Somalia, Benshangul/Gumuze, Southern Nations Nationalities Peoples, Gamella and the Harari People.

According to the Federal Constitution, each of the nine regional states has its own constitution, flag, legislature, executives, judiciary and police. It chooses its own working language. The constitution allows further decentralization from regional state to sub-regional state (*ibid*).

In the constitution zones are mentioned explicitly as structure to be used for administrative convenience. According to UN-HABITAT (2002:10), in all regions, Zonal Administration have been installed which are mostly appointed, except in the most divers region its name is quite revealing, i.e. Southern Nations, Nationalities and Peoples, (SNNP) where they are elected. The status of zonal administrations is not clearly defined in the evolving federal structure in Ethiopia. There is no mention of Zonal Administrations as recognized level of local government in most regional constitutions. A zonal function remains one of supervising the work of woreda and kebele administrations. An exception to this observation has to be made in the SNNPRs where zones have been designated as separate tires of administration and government with elected councils, and administrative structures.

Similar to SNNPR, According to the Revised Constitution of ANRS, out of eleven zones within the region, three zones-Awi, Himra and Oromia are legally recognized as nationality zone. However, unlike other zones in the region, nationality zone have their own three bodies of government i.e Nationality Council, Administrative Council and Judicial body. The powers and duties are described here after.

2.7.1. POWERS AND DUTIES OF NATIONALITY COUNCIL

Awi Nationality Council is established in a manner that would render it to be constituted out of especially elected members of the woreda council within its territorial limit, in addition to those already elected for the memberships of the Regional Council.

Without prejudice to the powers and duties vested in Federal House of the People's Representatives and the federation as well as the Regional Council pursuant to both the Constitution the Federal Democratic Republic of Ethiopian and ANRS constitution, the nationality councils are the bearers of supreme political authority on behalf of their respective nationalities. Some of the powers and duties of Awi Nationality Administrative Zone stated in ANRS constitution include

1. Determine the working language to be used by the nationality concerned;

2. Ensure the protection of the rights which the nationality has with respect to speak and write in its own tongue, develop, preserve, express, enhance and promote its own language as well as maintain and extend due care to its own history;
3. Issue and implement its own specific guidelines of execution to be applied within the area of its organization in a manner that they should not be in contradiction with the region wide laws, regulations and directives thereof;
4. Having recourse to the National Regional Plan and budget approved in advance by the regional council issue, examine and approve the plan and budget of the area concerned.
5. Designate the Speaker, the Deputy Speaker and the Chief Administrator of the nationality administration by their election from among the members of the nationality council;
6. Avail its prior opinion to the Regional Council as regards the proposed appointments of high and first instance courts' judges of the Nationality Administration;
7. Call for questioning the Chief Administrator and other officials of the Nationality Administration as well as investigate into the workings of its executive body thereof.

2.7.2. ADMINISTRATIVE COUNCIL OF AWI - NATIONALITY ADMINISTRATIVE ZONE.

According to Article 77, of Amhara National Regional Constitution, the highest executive authority of the Nationality Administration is rested on the administrative council and accountable to the chief administrator and the council of the nationality zone. The administrative council of the nationality shall be established in such a manner as to comprise the chief administrator, deputy chief administrator as well as those executive departments residing in the nationality administration concerned. The Powers and Duties of the nationality Administrative Council;

1. Ensure the implementation of laws enacted and decision rendered by the council of the Nationality concerned, the Regional Council as well as the Federal State Organs, within the limits of the administration.

2. Decides on the organization of departments qualified to be member of the administrative council and other executive bodies, follows up their activities and directs them thereof.
3. Prepare the annual budget proposal of the administration, submits to the council of the nationality council and gets same implemented upon approval.
4. Formulate the specific economic and social development policies and strategies of the administration, submits same to the council of the nationality and there by executes the decisions thereon;
5. Ensure the maintenance of law and order as well the protection of the public Peace and security, within the limit of the administration.

2.7.3. WOREDA ADMINISTRATION IN AWI NATIONALITY ADMINISTRATIVE ZONE

The Woreda government has also both legislative and executive organs. Its council is elected from the Kebeles and issues directives and policies to the Woreda executive committee. The executive committee of nine to fifteen members is elected from the Woreda council members and is accountable to the Woreda council. The Woreda administration also has judicial organs and district procurators office. Woreda Government in study area have three responsibility – upward to regional and zonal council and down ward to electorate which create confusion in authority responsibilities relationship.

2.8. CONCLUSION

Centralizing versus Decentralizing is a matter of degree due to impossibility to completely centralize and completely decentralize power and authority. No public or private organizations were observed to completely centralize (concentrate powers and duties) at the top or decentralize (complete transfer of powers and authorities to lower level). Decentralization has also been seen in different dimensions of which devolution or political and fiscal decentralization has got attention in this study. According to Treisman (2002:5), vertical decentralization would mean simply the number of tiers it contains and

hence this study focus the zonal government the third tire of government from federal government structure and the 2nd from the regional government.

One of the major reasons of decentralization program is to enhance and promote good governance and local self- rule and hence local development is hardly realizable with out establishing the basic principles of good governance Mahat (2007:63). Though good governance is evaluated form different principle that it has only participation, accountability responsiveness and transparence is focused in this study. Due to their difficulty to measure, citizens, employees and councilor's opinion were used to evaluate the practice of Good governance at zonal level.

CHAPTER THREE

DESCRIPTION OF STUDY AREA, DATA PRESENTATION, ANALYSIS AND INTERPRETATION OF THE DATA

This chapter contains three parts and deals with the discussion of study area, presentation of the data related to the research question, analysis, and interpretation of the data.

3.1. BACKGROUND OF AWI NATIONALITY ADMINISTRATIVE ZONE

Awi nationality zone is one of the local governments under the Amhara National Regional State. It is one of the 11 zones under the region and its administrative center is Ingibara which is located 447 km away from Addis Ababa. Awi is named for the Awi sub group of the Agew people, some of whom live in this zone. Awi nationality zone is an autonomous administrative unit within Amhara Region and governed by its local people, the Agew, who speak Awgni. Locationally Awi nationality administrative zone is bordered on the south by the Oromia Region, on the west by Benishangul-Gumuz Region, on the north-west by Semien Gonder Zone and on the northeast by East Gojjam zone.

Demographically speaking, according to department of finance and economic development projection, Awi Nationality Administrative Zone has a total population of 1,159,386 out of which 575,800 (49.7%) are males and 583,586 (50.3%) are females and 12.8% of its population are urban dwellers and 87.2% are rural residents. According to (May 2004 World Bank memorandum cited in Wikipedia), 6% of the inhabitants of Awi have access to electricity. In this zone the average rural households have 1.2 hectares of land compared to national average of 1.01 hectares of land and an average of .75 of the Amhara Region. 72% of all eligible children are enrolled in primary school, and 16% in secondary school. 54% of the zone is exposed to malaria, and 76% to tsetse fly. Regarding the human resource of Awi Administrative Zone, out of the total population 12,738 are government employees with their own different positions, and education level of which 34.22% were females. See the details on the following table.

Table 3.1 Human Resource of Zone Administration

No	Appointee	Above 2 nd degree	2 nd degree	BA	Diploma	Certificate	10/12 complete	Below 10/12	Total
M	377	-	24	1,812	3,051	2,011	864	239	8,378
F	65	-	1	250	1,432	2,106	479	27	4,360
	442	-	25	2,062	4,483	4,117	1,343	266	12,738

Source: Department of Capacity Building

3.2. CHARACTERISTICS OF THE RESPONDENTS

Table 3.2. Characteristics of Respondents

Item	Characteristic	No	%	
1	Sex	Male	81	80.2
		Female	20	19.8
		Total	101	100
2	Educational level	MA	5	5
		BA	52	51.5
		Diploma	44	43.6
		Total	101	100
3	The current position	Civil servant	81	80.20
		Council	20	19.8
		Total	101	100
	Year of experience	Up to 5 year	37	36.6
		B/N 6-10 year	22	21.8
		11-15	16	15.8
		16-20	13	12.9
		Above 21	13	12.9
Total	101	100		

Source: primary data (questionnaire 2010)

In order to maximize the diversity and to triangulate the information obtained from different sources; different categories of respondents were involved in the study including administrators, council members, civil servants and residents. The respondents included in the study were considered relevant and representative for the research questions under the study.

Table. 3.2. Presents background information of sample respondents in terms of sex, educational level, their current position and year of service. Accordingly, 81(80.2%)of respondents were males and civil servants in their current position, and 20 (19.8%) of the respondents were females and council members in their current position. Regarding the educational status of the respondents, 52 (51.5%), 44 (43.6%) and 5 (5%) were BA, Diploma and MA holders respectively. The information on the year of service item 4 of table 4.2 also shows 37 (36%) of the respondents were below 5 years of service while 22 (21.8%), 16 (15.8%) , 13 (12.9%), 13 (12.9%) were between 6-10, 11-15, 16-20 and above 21 respectively. From the table, the reader can infer that more than 50% of respondents have at least first degree, and the majority of the employees were relatively young in their year of service.

Note: Classifying Respondent as a civil servant and council member here is just to analyze their difference in opinion but not for sampling purpose.

3.3. LEGAL FRAMEWORK FOR DECENTRALIZED GOVERNANCE

Any decentralization program, to be successful, requires a strong legal framework, setting of the powers, rights and duties of local governments clearly. In the absence of such a framework, it is often impossible to know who is responsible for what. This allows central authorities to interfere easily with local affairs and leaves the local authorities with no possibility of stopping such interference. Legal norms should be adapted to local needs and to the circumstance of the local area. Imposed norms that are from somewhere else (e.g. from top) may not be used in practice or may be unsuitable and, therefore, may lose much of their impact (Kalin 1998 cited in Maht 2007:40).

One of the strong legal bases for Ethiopian decentralization was Article (2) of the 1991 transitional period charter which says:

Each Nations, Nationalities and eoples of Ethiopia is granted the right to administer its own affairs within its own defined territory and effectively participate in the central government on the bases of freedom and fair and proper representation.

The 1995 constitution of the government of Ethiopia (GoE) has formally created federal state comprising regional sub-governments on the bases of ethno-linguistic criteria. The federation comprises nine ethnic-based regional tastes and two autonomous administration that include Tigray, Afar, Amhara, Oromia, Somali, South Nations, Nationalities and Peoples Region (SNNPR); Benishangul Gumuz, Gambella and Harrari National Regional State; and Addis Ababa and Dire Dawa Autonomus Administrative areas (Miheret, 2007:76)

Article 50 (4) of federal constitution is the other important legal base for decentralized governance system and for empowering the lowest level of government (i.e Woredas and Kebeles). It is presented as state governments shall establish other administrative level that are found to be necessary. Adequate powers shall be granted to the lowest unit of government to enable the people to participate directly to the administration of such unit. Article (52) of the federal constitution also laid legal provision that ensure devolution of power to the regional government and granted power to establish lower administrative level under their jurisdiction.

Accordingly, Article 45 of the revised constitution of ANRS, the regional state is organized in such a way comprising Regional, Woereda, and Kebele administrative units. The regional council may, however, establish other administrative hierarchies and thereby determine by law their respective power and duties, as may find necessary. As a result the same Article 45 (2), states the people of Himra, Awi and oromia inhabiting the regional state shall have their own council, and hence, Awi Nationality Administrative Zone was established legally with three branches of government and their respective powers and duties as well, and were legally assigned in the constitution (see the details from the literature section of this study). Therefore, for being separate tire of government and self- governing entity Awi Nationality Administrative Zone has strong legal and constitutional ground.

3.4. DECENTRALIZED FUNCTIONS AND POWERS OF AWI ADMINISTRATIVE ZONE.

3.4.1. DECETERALIZED FUNCTIONS

The question of which functional activities are to be decentralized from higher level to lower level of government entirely depends on the situation and purpose of decentralization (Conyers1986 cited in Maht 2007:44). Though the structure, power, and duties of Regional, Zonal, Woreda and Kebele governments are clearly stated in the revised constitution of ANRS, the constitution does not stipulate functions which might be undertaken by each level of government. However, the effort made by researchers to identity functional responsibility among levels of government is presented in the following table.

Table 3.3. Functional activities decentralized.

Functions	Level (Zone and Woreda)
Planning and finical	Both zone and woreda finance and economic development
Education	1 st cycle, second cycle and secondary school
Water supply	Hand dug well, springs and pond development etc.
Health	Health, centres, health post health station and community
Agriculture	Planning and implementing woreda based extension
Revenue	Collecting different types of taxes and administer government revenue as per tax law.
Revenue	Collecting different types of taxes and administer government revenue as per tax law.

Source: Field data 2010

In addition, Nationality Administrative Zone is responsible for translating the curriculum in to local language and providing technical support and supervision to woreda sector office.

3.4.2 DECENTRALIZED POWERS /AUTHORITIES

Devolution of power follows the functional assignment. Devolution is important and politically a sensitive issue, and determines the control which the local government has over various decentralized functional activities. Moreover, it is also an intricate issue because it involves different powers for different decentralized functional activities. These powers may be broadly categorized in to: Policy making powers (Law Making), executive powers, financial (revenue and expenditure power), powers over personnel (Hiring, appointment, transfer, discipline etc) matters (Conyers 1986 cited in Mahat: 2007:46)

A. Policy Making Powers

The powers and functions of the Awi Nationality Council/ parliament and other organ of the government are affirmed in the revised constitution (see the details in the literature section of this study). Constitutionally, there are some power/authorities to make political, administrative and fiscal decision on their jurisdiction within the framework of regional and federal constitution.

The document analysis and interview result shows that, the nationality council does not have the authority to make policies, rules and regulations that govern their people. Such kind of right is left for the regional government. The power of legal nature devolved to Awi Nationality Council is to issue and implement its own specific guidelines to be applied within the area of its jurisdiction. Most of the powers included in the constitution and being applied in practice are implementation than legislation. Like Woreda Governments, Zone Governments do not have power to develop and implement polices and rules which address peoples of Awi Nationality. Despite the Nationality Council in the upper tires of woreda council, there is no as such significant power entrusted to Zone Nationality Council compared to Woreda Council, except issuance of specific guide lines and budget proclamation. Infact Awi Nationality Administrative Zone is autonomous with only language related matters such as preserving, developing and promoting the language of awi people though it has implementation problem discussed latter on this chapter.

As it is stated in the review of related literature, decentralization is the transfer of legal and political authority to plan, make decisions and manage public functions from central government and its agencies to subordinate units of government and autonomous local government (Rondinelli 1989:179). Because decentralized governance enhances participation and responsiveness, the degree of decentralization is measured in terms of the extent of independent decision-making by the various arms of the government in the provision of social and economic service (Tresiman: 2002:11).

Legally, according to Amhara National Regional State Constitution Article 73, Awi Nationality Zone Administration is legally devolved local government at zonal level. This is also affirmed during the interview conducted with deputy speaker of Awi Nationality Council (Yenigusnesh) about institutional decentralization. She reveals that the Nationality Council has no power to enact laws, regulations and policies except issuing specific guidelines used to implement regional and national laws and regulations. She also reveals that in exercising constitutionally granted powers and duties effectively, zonal administration has faced acute financial problem. This implies that without adequate fiscal decentralization, any decentralization program can not achieve the stated objective, and those functions and duties can not be implemented successfully. The detail status of fiscal decentralization will be dealt separately at latter section of the study.

One contradicting idea disclosed during interview was City Administrations within the geographic area of Awi Nationality Administrative Zones have the power to initiate and implement regulation specific to their cities. Having the power of making regulation and directives for the City Administration to which Awi Nationality Administrative Zone is lacking, it seems that the City government is superior to the zone wide government. An interview held with Ato Kelemu also shows that this has already happened because the city council (mayor) is directly responsible to regional government like any other zones within the region, which ignores the reality of being accountable to the nationality council. This implies that while organizing City governments within regions, the regional government did not consider the distinct nature of nationality zone administration.

From this, one can understand that there is no clear authority and responsibility relationship between zone wide government and city government. This creates confusion among zone

government and city government and the power that the city government has and the zone government is lacking seems that the city government superior to zone wide government.

B. Executive powers

The executive power of Awi Nationality Administrative Zone is entrusted to Zone Administrative Council headed by the chair person of the administrative council and nationality council. Its members are selected from the members of Nationality Council, and they are heads of zonal departments – Finance and Economic Development, Agriculture, Health, Capacity Building etc. Administrative Council is responsible to ensure proper implementation of decisions rendered by the council of nationality and laws enacted by Regional Council and Federal state organs, prepares annual budget proposal of the administration, submits to the council for approval, insures implementation, formulates the specific economic and social polices and strategies of the administration, submits it to the nationality council, executes the decisions and ensure maintenance of law and order.

B. Manpower decentralization (Capacity issue)

As to the devolution of manpower, regarding hiring, promoting, and transferring human resources, there is no consistent practice particularly the hiring aspect of human resource. Both Zone and Woreda levels of governments have no mandates to hire secondary school teachers and high level of health officials. As a result, the zone government receives their manpower needs from regions in terms of hiring such employees. This implies that zone administration has no power to hire secondary school teachers and high level of health professionals which consequently implies its problem of providing public service. The problem is education functions up to secondary school are devolved to zone and woreda government, but hiring secondary school teachers is not allowed to these levels. Similar problems were also observed in health sectors implying hiring power at the top and implementation at the bottom. This also implies that the zone administration has been implementing deconcentration form of decentralization with respect to hiring secondary school teachers and high level health professionals rather than devolution. However with the exception of these secondary school teachers and health officers, both levels of governments have the mandate to hire the required personnel.

For decentralized governance to be effective having local capacity in terms of human, financial, and material, resource is mandatory. As shown in table 3.1, regarding human resource capacity, zonal administration has no even a single person who has a qualification above 2nd degree: 25 (0.19%) 2nd degree, 2062 (16.19%) 1st degree, 4483 (35.19) diploma, 4117(32.32) certificate, 1343(10.54%) 10/12 complete and 266(2%) below 10/12 complete respectively. This shows that the highest proportion of human resource have a qualification below diploma and certificate, of which again, an overwhelming number are primary school teachers and health extension workers over, which zonal administration has the mandate to hire.

Financial and material (vehicles and equipments) are far from adequate and acute problem of zone administration according to the interview. This causes a problem of undertaking day to day activities of zone administration. For example, a problem of vehicles hinders to undertake filed work to remote kebeles. This indicates that local governance capacity is not an end by itself, rather it is a means to an end and it is a tool that contributes its share for good governance and public service delivery, and hence, to the extent that these resources are lacking , drives the effort to promote good governance and public service backward.

3.5. FISICAL DECENTRALIZAION AND FINANCIAL AUTONOMY

Financial autonomy is a core concept of decentralization. (Meheret1998 cited in Tesfaye: 2007:140) argues that the real test of an effective self government is adequate financial strength. Mahat (2007:49) also shares this view that fiscal decentralization is the life blood of decentralization, with out which other forms (political and administrative) decentralization will be empty rhetoric. Fiscal decentralization concerns the way tax revenue and public expenditure are distributed among the different tires of government. If local governments are to carry out decentralized functions effectively, they must have adequate level of revenue- either raised locally or transferred from the higher level of government. Therefore, fiscal decentralization is one of the main dimensions or indicators of power sharing (see the literature section of this study).

Devolution of power to zone government would be meaningless without fiscal decentralization and sufficiency of finance to make administration strong to play autonomous role in administering zonal affairs. In order to carry out decentralized governance effectively, they must have an adequate level of revenue as well as the authority to make decisions about expenditure.

However great gaps have been observed in addressing problems associated with financing of zone administration. According to regional constitution, both woerda and zone have the power to collect revenue from defined sources, nevertheless zonal budgets in general and its own revenue in particular is far from being adequate to finance zone wide activities. The major source of revenues for nationality zone administration is intergovernmental transfer (block grant). Awi Nationality Administrative Zone is highly dependent on transfer (subsidy) from regional government (see table 3.4 below).

Table 3.4. Relative size of total budget to own Revenue from 2007-2009

Year	Total Budget	Own Revenue	Percentage of Own Revenue to total Budget	Dependency rage
2006/07	92,654,026	19,109,082	20.62	79.38
2007/08	148,002,272	29,070,884	20.17	79.83
2008/09	199,150,932	48,854,940	24.53	75.47
Total	439,807,230	97,034,907	Average =21.73	Average =78.22

Source: Awi Nationality zone Department of finance and economic development.

The table above shows that the total zone's budget, own revenue, regional transfer and dependence rate of nationality zone administration has increased for the last three years. As one can observe from the table above, the expenditure of Awi Nationality Administrative Zone has increased from 92,654,026 in 2006/07 to 199,150,932 birr in 2008/09. The corresponding own revenue also shows an increasing trend from 19,109,082 in 2006/07 to 48,854,940 in 2008/09. The percentage of own revenue to total

budget is 20.62%, 20.17% and 24.53% in 2006/07, 2007/08 and 2008/09 respectively. Within three years, the average own revenue to total budget is only 21.73%, which simply shows the remaining 78.22% of budget (dependence rate) is covered by block grant by the regional government.

The block grants are made on the bases of a set of criteria, which constitute 4 variables: Population (55%); development index (25%); revenue sharing effort (15%); and poverty level index (10%) (Tegenge and Kassahun 2006 cited in Meheret 2006:92). From the literature, vertical imbalance occurs when the expenditure responsibility of sub national governments does not match with their revenue raising power. This is clearly seen from table 3.4, that the size of own revenue to its total budget is low. Though the increasing trend of total budget and own revenue is observed from the table, the real change of own revenue to total budget shows a declining trend from 2006/07 to 2007/08 and increasing trend from 2007/08 to 2008/09. However, the dependency rate show increasing trend form 2006/07 to 2008/09 and decreasing trend from 2007/08 to 2008/09.

From this observation, it is not difficult to think of, to what extent the zone government can operate functional activities without regional transfer (block grant). And without the regional subsidy, the nationality administrative zone can not exercise its function, and it is considered as handicapped, and hence, financial autonomy which is the life blood and the essence of decentralization is not fulfilled.

The small size of own revenue to total budget also shows that nationality administrative zone has been financially dependent on regional and national government, and hence, it has lesser degree of financial autonomy and high degree of fiscal dependence. Moreover, the interview conducted with deputy speaker of Awi Nationality Council shows that, the administrative zone has faced budget shortage, as result, it becomes difficult to implement social, political and economic plans of the nationality administrative zone. It is also found out that the zonal government had no saying on the amount of block grant except their understanding that block grant is made based on the criteria stated above.

The possible reason for fiscal dependence according to field data is

- A. The Zonal government is fiscally dependant on regional government.
- B. Weak revenue base is assigned to zonal government, low revenue collection capacity of zone administration and inability to set tax rate
- C. Inability of borrowing and
- D .Less subsidies from the regional government

In addition to fiscal dependence, the nationality administrative zone has also little authority over its own block grant. According to ANRS constitution, nationality administrative zone has given the right to examine and approve the plan and budget of its jurisdiction. However, the practice according to document analysis and interview discloses that block grant of every woreda that constitutes administrative zones is set by the region, and the total block grant fixed to each woreda is presented to Awi Nationality Council for approval and no amendment was made by the council except budget proclamation.

Most of the Officers of Finance and Economic Development agree that the regional government has to transfer the total zone wide block grant to the nationality council, which inturn allocates it to each of its constituency (woredas) on the basis of their criteria as per the peculiar nature of the woreda administration. Other wise, it seems that the nationality council has no any authority to decide on its budget (see the details of the block grant fixed by regional government to all woredas and their fiscal dependence at annex 1). The Expenditure and Revenue Assignment and Borrowing of zone administration is briefly assessed as presented hereafter.

- **Expenditure Assignment**

The expenditure assignment in Awi Zone is just similar to other none ethnic zone. It is assigned in such a way that woreda governments have the power/ authority to allocate budget to provide basic public serves such as education at all levels except higher education, Health service of all kind except hospital, agriculture etc.

- **Revenue Assignment**

Revenue collection responsibilities are again similar to other non ethnic zone administration. Revenue collection responsibilities assigned to zone administration are being deducted from budget of zonal administration as revenue to be collected from zone administration. Following the decentralization policy of Federal Democratic Republic of Ethiopia, Article 97 and 98 of the Federal Constitution, the Amhara National Regional State Constitution has defined the Revenue source of the region. Accordingly, the region is empowered to levy and collect taxes and duties assigned to it. But the constitution fails to identify revenue sources which are further decentralized to lower level of government. Zonal government is responsible for only ensuring timely collection of revenue from regionally assigned source. This implies that it has no power to fix tax rate which further implies zonal administration is not empowered with fiscal decision making responsibilities. This also contributes to fiscal dependency of zonal administration on regional government. This does not go in line with the theoretical literature review in chapter two and here after. (Boex and Heredia 2005 cited in Mahat 2007:20) argue that complete fiscal autonomy over revenue requires, in practice local governments can change tax rate and set tax base . In this regard, no movement has been done in the study area. Awi Nationality Administrative Zone is not in apposition to set tax rate and tax base except collection of tax following the already assigned tax rate.

- **Borrowing**

If sub national governments do not carefully balance their annual expenditure with revenues and transfers, it will result in sub national deficit and the occurrence of debt. Borrowing and access to capital markets through municipal bonds can be used to finance capital assets and improve fiscal discipline on sub national government with the framework placed at central government to prevent excess sub- national borrowing and budget constraint, (Redden 2000 cited in shah 2008:299).

However, there is no opportunity for zone government to borrow or access to debt from any sources. Even administrators' do not know the possibility of the local government to borrow from other sources. This implies that local level administrators do not pressure higher level government official about the possibility of borrowing to smooth their operation, and as a result one important principles of fiscal decentralization is missing.

3.6. POLITICAL DECENTRALIZATION

As it is stated in the review of related literature section, political decentralization is a way of sharing state powers and responsibilities between the centre and regional and sub-regional governments. It is generally a response to political pressure of being cession and intended to give self-rule for ethnic based society and grant cultural and linguistic autonomy, and allow them to administer their own affairs on their own territory. To this end constitutionally, nations, nationalities and peoples is granted the right to:

- A) Preserve its identity and have it respected, promote its culture and history and use and develop its language.
- B) Administer its own affairs within its own defined territory and effectively participate in the central government on the basis of freedom, fair and proper representation.
- C) Exercise the right of self –determination or independence when the concerned nation nationality, and peoples are convinced that the above rights are denied, abridged or abrogated.

Based on this general provision, ANRS' revised constitution separates the three branches of government at each level and also defines the responsibility and authority of each level. The Constitution also provides politically devolved zonal government with government organ of Nationality council, Nationality Administrative Council and Judicial body. With this provision, Awi Nationality Council had granted the right to determine its own working language, the right to ensure the protection of the right of nationalities with respect to speak and write with its mother tongue, develop, preserve, express, enhance and promote its own language and being the bearer of supreme political power on behalf of its people.

To assess the practical implementation of this provision, focus group discussion was conducted in all sample rural kebeles, and they confirm that, though we have strong legal provision regarding language policies, the administrative zone is less committed to implement the use of Awgni language for administrative use except using Awgni language as medium of instruction for some primary schools. The data on the proportion of primary school that provide education for Awgni language as a medium of instruction

also shows less efforts done so far in promoting the language. They further argue that had there not been a pressure from the central government to implement language policy, it would not have been implemented even to its current low level of language autonomy due to less commitment of administrators.

Table. 3.5. Proportion of number of Schools and Students whose medium of instruction is Awgni from the total first and second cycle (1-8).

Year	Total No. of school for grade (1-8)	No. of school For Awngi students (1-8)	%	Total No. of students (1-8)	No. of students for Awgni (1-8)	%
2006/07	282	135	46.31	195,465	70,438	36.03
2007/08	306	140	45.75	216,011	81098	37.54
2008/09	346	176	50.86	216,604	84,419	38.93
Average	312	150	48.28	209,360	78,652	37.56

Source: Awi Administrative Zone Department of Finance and Economic Development.

The result of table 3.5 shows that out of the total number of first and second cycle school, the three years average indicates only 312 (48.28%) of the number of schools are deserved for Awgni students, and 78,652 (37.56%) of the students are learning through Awgni as medium of instruction. This clearly shows that the numbers of schools deserved for Awgni students were below 50%, and the number of students who learn with Awgni as a medium of instruction were less, and hence it confirms the low commitment of administrators to promote the language of Awi people.

Focus group members on sample kebeles further elaborate the low implementation status or low commitment of officials for the promotion of language, saying that no kebele conference is conducted in awgni, woreda or zone officials who come to kebele level for their own job do communicate with public in Amharic, land registration book is

also written in Amharic , even kebele level social court is conducted in Amharic, and any administrative minutes were conducted in Amharic. This shows that since the working language of Awi Nationality Administrative Zone is Amharic, no attempt among administrators was made to use Awgni language for administrative use.

Community members in sample kebeles said that most of agricultural extension and health workers at health centres who are expected to serve the public can not speak Awngi, and even they do not have positive attitude to promote Awgni language. They further argue that recently, for each 5000 kebele members, one security police was assigned to protect the security of public at kebele level. However, they also argue that people can not communicate with the police members due to inability to communicate in Amharic on the side of most of the community, and due to inability to communicate in Awgni on the side of police forces. From this, it is not difficult to think of problems encountered between two party service providers (police force) on one hand and service users (community) on the other hand, with no common language for communication.

Due to this they said the zone administration is not in apposition to promote Awgni language and culture. When they are asked about the possible reasons to low implementation status of Awgni language for administrative use, they argue that in order to promote Awgni language, the top officials including the chief administrator of Awi Nationality Administrative Zone must be able to write, speak and read Awgni language which is not currently operational .

Problems on the side of regional government were also identified through field research. Almost all officials disclose that the bureaus of regional government have been financing budget deficit encountered by respective zonal departments in none ethnic zones. However with no any Article in the Constitution and other legal provision that prohibit it, regional bureaus are not willing to finance budget deficit encountered by respective departments found in Awi Nationality Administrative Zone, just for being identified as nationality zone. Almost all departments claim that regional bureaus are not willing to finance budget deficit while they are financing departments of none ethnic zone. The study here identifies that there is communication gap between regional bureaus for justifying their reason on the side of regional bureaus and accepting on the side of zone

departments. Survey questions which try to measure the regional interference on zonal affairs were presented and analyzed as follows.

Table 3.6. Regional Interference on Zonal Affairs

Regional Interference on zonal affairs	Categories of respondent Based on the current positions.				Total	%
	Civil servant	%	Council Members	%	NO.	
Yes	46	56.79	8	40	55	54.46
No	35	43.21	12	60	47	46.54
Total	81	100	20	100	101	100

Source: primary data (questionnaire 2010)

The above table depicts that the majority 55 (54.46%) of the respondents agree on regional interference on zonal affairs, and only 47 (46.54%) of them disagree on it. When this response is viewed among different categories of respondents, 46 (56.79%) of civil servants agree on the issue, and 35 (43.21%) express their disagreement. With respect to Council members, the majority 12 (60%) council members express their disagreement and only 8 (40%) of the respondents agree with the regional interference on zonal affairs.

From this data the majority of civil servants agree on the presence of regional government interference, where as the majority of council members do not agree on the presence of regional interference on zonal affairs. Due to these variations of response which pose a difficulty in analyzing this data, the difference of opinion among these two groups of respondents and the reason for their difference calls for additional study. Therefore, the difference in opinion among employees (civil servant) and council members is not addressed through out this study as it necessitates additional study on this issue. As a result, the combined total respondents' view was used to analyze the data.

Hence, the majority of respondents in survey data and interview results reveal the presence of regional interference by considering zonal government as subordinate level of government, and it affects the realization of the self-governing entities' objective.

3.7. GOVERNANCE, ADMINISTRATIVE STRUCTURE AND DECENTRALIZATION OF AWI NATIONALITY ADMINISTRATIVE ZONE.

3.7.1. POLITICAL ORGANS AND THEIR APPOINTMENT.

Within the democratic system, local officials may be either popularly elected or appointed by higher-level elected officials (Treisman 2006). On this issue, data from the field study show that, the governance and administrative structure of Awi Nationality Administrative Zone consists of an elected council, administrative council, judiciaries and large group of permanent employees.

An attempt to compare the structure of Awi Nationality Administrative Zone with other none ethnic zones within the region reveals that the constitution limits the power of none ethnic zone administration for the sake of promoting woreda administration, and hence those none ethnic zone administration do not have the three levels of government at zonal level. For those none ethnic zone according to Muhamed, cabinet type structure exists at zonal level. Their main function is coordinating woreda government who are accountable to regional governments. In this respect, Worku (2004) cited in Muhamed (2007) states that zonal structures are not points of decision making following woreda level of decentralization.

Unlike none ethnic zone administrations, Awi Nationality Administrative Zone have Nationality Council whose members composes of:

1. Elected for the purpose of being the member of regional council
2. Some elected among members of woreda council based on their performance and quota system.

The council members are not permanent but it is an assembly, which meets at least three times per year to discuss on social and economic plans of zonal administration and to

formulate the detail working guide lines of administrative zone. It has also approved plans and budgets of the administrative zone.

The Administrative Council whose members are also called cabinet, they are executive committee elected among the members of the Nationality Council and heading the department of zonal administration such as Education, Health, and Capacity Building, Agriculture and Rural Development, Finance and Economic Development etc. They work on full time basis, and they have duties to ensure laws enacted by nationality council, regional council and federal state organs.

Concerning their appointment, once the chairman of the cabinet or the chief administrator of Awi Nationality Administrative Zone were elected among members of the Nationality Council, the rest of the cabinet members are elected and appointed via the submission of the chief administrator's proposal. However, the members of focus group discussion and employees at zonal level are not comfortable to the appointment of cabinet or head of departments and sector offices. They disclose that the appointment of the cabinet is not free from corruption, nepotism, bias, and it is based on relationship. To triangulate their opinion with the study respondent (civil servant and council members), the results show the following.

Table 3:7 Appointment of Cabinet is Transparent and Based on Accountability. (Respondents view)

Response	Frequency	Percent
Strongly Disagree	16	15.8
Disagree	26	25.7
Undecided	22	21.8
Agree	23	22.8
Strongly agree	14	13.9
Total	101	100.0

Source: Primary data (questionnaire 2010)

Table 3.7 above presents the level of agreement or disagreement to the statement appointment of cabinet or head of departments or sector offices is transparent. When rated using the five point likert type of scale, 26 (25.7%) of the respondents were replying in disagreement on transparency and accountability of the appointment of the cabinet, and 16 (15.8%), 22 (21.8%), 23 (22.8%) and 14 (13.9%) of the respondents replied as strongly disagree, undecided, agree and strongly agree respectively.

When the responses of the respondents were combined in such way that strongly agree and agree will show positive opinion on the question and strongly disagree and disagree will show negative impression, it is also observed that , 42 (41.6%) of the respondents have negative impression on the issue, and 37 (36.7%) of them had positive opinion. This shows that, when we combine strongly disagree and disagree, to reflects negative comment, and strongly agree and agree for positive comment, the negative comment, outweighs the positive one.

In addition, for open ended questions that respondents are required to state about the problem that hinder zone administration's good governance practice, the majority of respondents state that appointment of head of departments at zonal level and sector heads at woreda level is not fair and transparent. Rather, it is based on relationship and ethnicity. Therefore, both survey data and focus group discussions show that the appointment of cabinet is not free from relationship; it is based on nepotism and corruption though it is procedurally true.

3.7.2. PARTY POLITICS IN AWI NATIONALITY ADMINISTRATIVE ZONE

Competitive party politics at the local level is an essential element in democratic governance. Meheret (2006:88). He further argue that an open political process that allows open policy debates and free flow of political ideas by state and non-state actors is necessary for the institutionalization of democratic culture, and it should be the commitment of any government wishing to build democratic and participatory political order. On this ground, data from Awi Nationality Administrative Zone shows the dominance of EPRDF. To support this argument with evidence, among 80 members of Awi Nationality Council, 76(95%) of the council members are from the EPRDF, and

only 4(5%) are from opposition parties and this clearly shows the EPRDF'S share from party politics is much larger than all combined opposition parties. With this share of party politics, it is difficult to amplify political space at zonal level, and this consequently impedes political culture and participatory democracy.

Moreover, field data also show that both zone departments and woreda sector offices are headed by members of EPRDF. Focus group discussions at kebele level also disclosed that being a member of EPRDF became a criterion to actively participate in economic, social and political aspects of the Kebele. They also show that party membership become mandatory to the extent to get loan from the government. The difficulty of free participation or supporting opposition party at rural kebele level was also disclosed from the discussion participants.

However, despite this difficulty to freely support opposition parties, voters' participation in national election has been increasing from 2005 National Election to 2010 National Election. According to Awi Nationality Administrative Zone Election Coordination Office, the number of electorate registered for 2010 National Election increased from 2005 National Election by 6.54% with 96% performance compared to the planned number expected to be registered (see table 3.8).

According to the literature review, in addition to participating in election, citizens are expected to influence government through joining interest group, meeting political parties, urge friends to vote for issue or candidate, sign petition etc. With this respect, less influence of citizens on the actions of government were found, particularly in rural kebeles of zonal administration. Moreover, the rate of females' participation from 2005 to 2010 National Election indicates an increase than their male counter parts. Table 3.8 shows 8.25% increase for males and only 4.91% for females.

Table 3.8: Registered Voters in 2005 and 2010 National Election

Year	Male	Female	Total
2005	196,456	207,056	403,502
2010	212,680	217,226	429,906
Increase	8.25%	4.91%	6.54%

Source: Awi Nationality Administrative Zone Election Coordination Office

As it is indicated in the background section which explains the demography of Awi Nationality Administrative Zone, females constitute 50.3% of the total population implying that more than half of the population is females. Notwithstanding political participation of females (having political position) was found to be less. Field data show that among 80 members of Awi Nationality Council, females' participation was only 23(28.75%), among 849 members of Woreda Council females constitute only 333 (39.22), and from 51,067 members of Kebele Council, very minimal 10,078(19.73) were females (see table 3.9 below).

Table 3.9. Number of Council Members in Awi Nationality Administrative Zone.

Tire of government	Male	Female	Total	% of female
Awi Nationality Council Members	57	23	80	28.75
Woreda Council Members	516	333	849	39.22
Kebele Council Members	40,989	10,078	51,067	19.73
Total	41,562	10,434	51,996	20.07

Source: Awi Nationality Administrative Zone Department of Finance and Economic Development

Table 3.9 tells us that 50.3% of females inhabiting in Awi Nationality Administrative Zone are represented by 28.75%, 39.22% and 19.72% in Zone, Woreda and Kebele councils respectively. On the average, 50.3% of females were represented by 20.07% zone wide representatives; implying female participation in politics is low as compared to

total share of females within total population. Moreover, the share of females' participation at kebele level is not only poor (19.73%) but also the majority constitute female headed household as revealed by focus group discussion in rural kebeles. This implies that the difficulty of females from male headed households to participate in politics. The traditional culture of females' having political positions in rural kebeles has been still a challenging issue.

3.8. PRACTICE OF GOOD GOVERNANCE PRINCIPLES BY THE ACTORS.

The theoretical literature suggest that , effectiveness of any development policy or program largely depends upon the degree to which good governance is practiced in the formulation, implementation, and evaluation of development plans, and one of the major reasons for decentralization program is to enhance and promote good governance and local self rule Mahat, (2007:63)

Similarly one objective of this study is to assess the extent of good governance that prevail in Awi Nationality Administrative Zone through the assessment of the participation of state and non state actors in policy process, the responsiveness of zone government to the public at large, accountability of actors and the degree of transparency observed in making decision. Accordingly, this part deals with the assessment of how good governance principles were exercised in Awi Nationality Administrative Zone based on the information obtained from interview, focus group discussion and the opinion surveys through questionnaire.

3.8.1. PARTICIPATION OF NGO'S, PRIVATE SECTORS AND DEMOCRATIC ASSOCIATION IN ZONE DECISION MAKING

Participation is one of the key elements of good governance. It is the extent to which actors are involved in decision making process. Participation could be direct or through legitimate representation. The voice of citizens is particularly important in all aspects of zonal administration and residents should provide inputs. Members of the community need to understand zonal administrations extensive mission, how formal authority is shared and the scope and form of their involvement in governances (Shah 1997 cited in Henok 2007:24)

Yenigusnesh, (deputy speaker of Awi Nationality Administrative Zone) stated that, Participation of state and non state actors in policy process are considered to be good and there is a mechanism in zone administration through which farmers association, youth association, females association, private sectors representatives and elites can participate in zonal decision making. It is also found out that though the local actors participate in zonal government decision to a certain degree, they are involved as pressure group but they are abstaining in decision making and the final sayings or decisions are made by council members.

The opinion of the employees under zonal administration and the opinion of council members regarding participation of actors are almost similar to that of the above interviewee. Based on the data from the opinion survey (table 3.10), about 37 (36.6%) of total respondents express their agreement on the participation of local actors, and equal proportion of 25 (24.8%) of the total respondents said undecided and disagree, but only 11 (10.9%) and 3 (3%) of the total respondents have the opinion of strongly agree and strongly disagree respectively. If strongly disagree and disagree responses are combined to reflect respondents' negative opinion, and strongly agree and agree to reflect positive opinion, the positive opinion of respondents off sets the negative opinion i.e about 28 (27.72%) and 48 (47.52%) of the respondents were of the negative and positive opinion respectively. This implies that zone administration has a mechanism to participate NGO's and democratic association such as farmers association, youth association, female association and private sectors in zone wide policy decision and budget approval.

Similar trends of opinion have been observed among categories of respondents regarding the participation of actors. It shows, the majority 36 (44.44%) of civil servants and 12 (60%) of council members have combined positive impression. But only 23 (28.39%) of civil servants and 5 (25%) of the council members have negative impression about the question, and therefore, this also assures zone administration's ability to participate NGOs, Private sector and democratic organization in policy decisions. During the normal session of Nationality Council conducted three times a year concerning different matters, the above specified state and non state actors have been participating though the final decision is made by only council members.

Table 3.10. Participation of Actors such as NGO's Private Sectors and Democratic Associations on Policy Process and Budgeting of Zone Administration.

	Respondent Categories				Total	%
	Civil servant No.	%	Council Members No.	%		
Strongly Disagree	1	1.23	2	10	3	3.0
Disagree	22	27.16	3	15	25	24.8
Undecided	22	27.16	3	15	25	24.8
Agree	29	35.80	8	40	37	36.6
Strongly agree	7	8.65	4	20	11	10.9
Total	81	100	20	100	101	100.0

Source: Primary data (questionnaire 2010)

Another indicator of participation is the government's ability to receive inputs from the environments (public) and incorporate in its decision. In these regard, respondents were asked to rate their level of agreement and disagreement to the question 'Does the zone administration receive inputs from environment or public before plans and police are put in place, and incorporate in its decision?', the response shows that the combined total of 46(56.79%) of civil servants and 4 (20%) of council members were expressing their combined negative opinion on the question, where as 18 (22.22%) of civil servants and 15 (75%) of council members were expressing their positive opinion. This implies that the majority of civil servants have negative opinion, where as the majority of council members express their positive opinion. As usual, by providing the reasons for their difference for further researchers, the share of total respondents who have positive and negative opinion on the question is used for analysis. Accordingly, 50(49.50%) and 33(32.67%) of respondents have negative and positive opinion respectively. (see the details on table 3.11 below)

Table: 3:11 Awi Nationality Administrative Zone Receive inputs from Public Before Plans and Policies were made.

	Respondent Categories				Total	Percent
	Civil servant No.	Percent	Council Members No.	Percent		
Strongly	9	11.11	0	0	9	8.92
Disagree	37	45.65	4	20	41	40.60
Undecided	17	20.99	1	5	18	17.82
Agree	14	17.28	9	45	23	22.72
Strongly agree	4	4.94	6	30	10	9.90
Total	81	100	20	100	101	100

Source: Primary data (questionnaire 2010)

This data show that the Nationality Administrative Zone's ability to receive information from public before enacting decisions is found to be low which again reflects top down approach of planning. Due to this the decisions made by Zone Nationality Council are far from reflecting the needs of citizens (see the details on table 3.12. below). Decisions of any kind must be made based on the information at hand. Managers and administrators try to receive information from the environment and incorporate it from their decision. However, the above data shows less level in receiving information from public to make decisions which reflect top -down approach of planning and decision.

Table 3:12. The Council's Decision Reflect Public Demand

	Respondent Categories				Total	Percent
	Civil servant No.	Percent	Council Members No.	Percent		
Yes always	18	22.22	18	90	36	35.64
Yes sometimes	58	71.60	1	5	59	58.45
Not at all	5	6.17	1	5	6	5.94
Total	81	100	20	100	101	100

Source: Primary data (questioner 2010)

“The councils decision reflect public demand”; for this statement, out of the total respondents, 59 (58.45%) said yes it reelects some times and only 36(35.64%) and 6 (5.94%) of the respondents said the council's decision reflect public demand always and not at all respectively.

From the two tables one can understand that zone government's ability to collect views from the environment and incorporate on their decisions are low, as a result their decisions can not satisfy the public. In supporting this argument, most of the focus group discussions at rural level justify that language policy which is the sole mandate of Awi Nationality is exercised trough the willingness of council members. They further argue that the decisions regarding up to which educational grade level Awgni language serves as medium of instruction must be decided through public participation and consensus rather than being decided by members of the council alone .Therefore, such kind of sensitive issue must at least incorporate the majority's view of the public though it is made by public representatives.

3.8.2 COMMUNITY PARTICIPATION

As it is explicitly stated in the literature section of the study, the most widely posed argument in decentralized governance system is the issue of participation, which involves both political and economic participation. The attempt to decentralize governance is, therefore, to reverse the shortcomings of the top-down approach through initiating, facilitating, and ultimately institutionalizing participation and empowering local governance processes. In countries where a decentralized governance system has been adopted, participation is becoming a component of political decentralization and democratic governance. It became a way of mobilizing support for policies, promoting national unity and bringing equity through resource allocation (Kibre: 1994:1).

The effort made to get information on this issue through focus group discussion shows community participation is either not adequate or completely absent. They argue that people or beneficiaries are not asked to legitimize or ratify projects identified and formulated by the government. They also said that people must be consulted from the beginning, and they should actively participate in the planning and management of the project. As result, they do not think a certain project as public ownership, rather they sense as government ownership by segregating public from the government. This is due to lack of involving the community from the scratch of planning up to implementing and monitoring the project.

The reality aspect of participation based on local officials understanding is community's contribution in terms of free labor, local material and work done with this free labor. Administrators' facilitating technique currently put in place is enforcing penalty. A person who is not willing and can not participate in development activity set by cabinet is liable to pay a fixed amount of penalty, hence there is no clear and established modality of participation of communities in the development process of zone administration, as a result, community participation in planning and management is weak except the community is demanded only implementing certain developmental activity or project.

3.8.3. PUBLIC VIEWS ON THE RESPONSIVENESS OF ZONE GOVERNMENT.

Good governance also requires that institutions and process try to serve all stakeholders within reasonable time frame. It is the ability of public management to give due concern to the needs and interests of its constituent. In light of the above perspective, focus group discussions held in rural community on the responsiveness of kebele government with the demands and choices of community, shows that kebele governments were far from being responsive to the needs of community. Community members in some selected kebeles state that a number of questions that are raised by communities are not yet answered by the zone administration

The deputy speaker of Awi Nationality Administrative Zone also confirms that there are a number of questions that the public raised. For example, a question of kebeles for having separate woreda. She further said zone administration can not make a decision on this kind of questions because it is beyond zonal capacity and such questions are handed over to regional government. One of the study areas mentioned in methodology (Azena), they repeatedly suggest that we are capable to form woreda government with required criteria and we raise such a question for the last three years to zonal government and regional government, yet there is no response to it. As result, the study participants on that study area have the opinion that both zone and regional governments are not responsive to the needs of the public. By triangulating their view to the views of administrators, the study found out that since the question of responsiveness for this kind of question is related to capacity and to minimize duplication of resource, the regional government has been dealing with this issue.

This clearly shows that being responsive for public needs is a question of resource which is determined by regional government, and hence zone administration cannot determine, establish, administrative hierarchy (new woreda governments) under their jurisdiction without the permission of regional governments. Therefore, zone administration is more dependent on regional government to decide such questions which further shrink autonomy of nationality administrative zone.

Responsiveness can also be measured in terms of public officials ability to listen the demands and voice of citizens, easy access of complaints for service users and whom to contact with the suggestion to change, the ability of councils decision to reflect the demands of public etc. Therefore, the assessment of actors' responsiveness could make in light of these requirements. In order to gain further insight on this issue, respondents were asked to rate on question that public officials has been listening the demands of citizen and react accordingly (see the table below)

Table 3.13: Public Officials have been listening the Demands of Citizen & React Accordingly

Response	Respondent Categories				Total	Percent
	Civil servant No.	Percent	Council Members NO.	Percent		
Strongly disagree	12	14.82	0	0	12	11.88
Disagree	18	22.22	1	5	19	18.81
Undecided	26	32.10	0	0	26	25.74
Agree	22	27.16	14	70	36	35.64
Strongly agree	3	3.70	5	25	8	7.93
Total	81	100	20	100	101	100

Source: Primary data (questionnaire 2010)

When the favorable and unfavorable opinions of both civil servants and council members on this question are weighed, 30 (37.04%) of the civil servants and 1 (5%) of council members reflected unfavorable opinions, where as 25 (30.86%) of the civil servants and

19 (95%) of council members said that they have positive attitude towards public officials' ability to listen to the demands of the citizens and reacting accordingly. Based on the combined opinions of the civil servants and council members, 31(30.69%) of total respondents do not have an agreement on the issue, where as 44 (43.56%) of the total respondents expressed their agreement on the question. This implies that, in addition to the zone's bypassing questions which are beyond its capacity, the study shows that the zone's administration has the ability and commitment for paying due concern for public needs. If it is given the power and authority, the zone government can be considered as responsive for public needs.

Another supporting idea obtained from field discussions were, following the introduction of business process reengineering (BPR), each zonal and woerda offices have a separate office assigned to listen the complaints of customers or the public at large. Through these mechanisms, any service taker who is dissatisfied or having complaints for a certain service provided, s/he has the opportunity to appeal to the complaint hearing office and get feed back within eight hours. It is also found out that a business concept which says "A customer is a king "is posted in each public office. These clearly shows that the zonal administration is committed to serve public needs and listen to their demand and complaints through the complaint hearing office established for this purpose.

3.8.4. PUBLIC VIEWS ON THE ACCOUNTABILITY OF GOVERNMENT OFFICIALS

The existence of clear accountability relationship and mechanisms to hold the actors liable to their action and outcome is another essential ingredient of good governance. It can be measured through zonal administration's direct accountability for their decision to nationality council, zone governments' ability to establish mechanisms by which officials are accountable to the public etc. Accountability is another basic principle of good governance and one of the rationales for decentralization is also at stake in implementing decentralized governance in Awi Nationality Administrative Zone.

Reviewed literature about the devolved political sub-division, such as zonal authorities, are politically responsible to the local population, for their decisions and activities are substantially out side the direct control of central government. However, it is found out in field discussion that kebele administrators place more accountability to woreda government, and woreda government is also more accountable to zone, and zone to regional government than its constituent. Hence, it can be argued that all levels of governments are upwardly accountable for their authorities than downward for their constituent. This upward accountability implies the tendency of centralized decentralization than being self- governing entity within their own jurisdiction.

3.8.5. TRANSPARANCY.

Transparency according to the literature means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. By making full and accurate information about its mission, activities, finance, and making them publicly available to the government encourage transparency and accountability.

Regarding transparency, mixed result was found. Transparency in Awi Administrative Zone is less in rural than urban area. Almost all members of focus group discussion in rural area argued that those rules and regulations are not respected by the administrators. Access of information in rural kebeles is also found not adequate. They reveal that access to information through print and electronic media are far from being adequate. Even radio is considered as a luxury product in most families in rural kebeles, and they don't have any access of private news paper. Due to this lack of transparency, one of the elements of good governance is impaired in rural kebele administration.

Transparency in urban kebeles is relatively in a good position as compared to rural Kebles. For example, there is good trend in both zone and woreda administration offices to access finance related information. Most zonal departments and woreda sector offices already posted their budget publicly (see table 3.14 below). In addition, residents in urban kebeles can have the opportunity to access information through electronic and print

media than rural their rural counterparts. It is also disclosed in the focus group discussion that the efforts made to access information in rural area is less than what is in the urban areas.

Further more, displaying their budgets publicly is one of the activities expected in enhancing transparency. In this regard, survey data also confirm public office's ability to post their budget. Table 3.14 below shows that both categories of respondents agree on the statement that zone administrations budget is posted in public office. On this statement, the combined 26(25.74%) of the respondents stated their disagreement with the statement while, the combined majority 49(48.52%) of the respondents stated their agreement, and hence, posting budget in public office is found to be strong which also affirms financial transparency of the administrative zone.

Table 3:14 Zone Government Budget is Posted Publicly.

Response	Respondent Categories				Total	Percent
	Civil servant No.	Percent	Council Members NO.	Percent		
Strongly disagree	8	9.88	0	0	8	7.90
Disagree	13	14.05	5	25	18	17.8
Undecided	23	28.40	3	15	26	25.7
Agree	24	29.63	5	25	29	28.71
Strongly agree	13	16.04	7	35	20	29.80
Total	81	100	20	100	101	100

Source: Primary data (questionnaire 2010)

3.9. ISSUES RELATED TO ZONAL AUTONOMY

Although zonal autonomy cannot be absolute due to its existence within a region, it is already recognized to administer its own territory and make its own decision on behalf of nationality people, and hence, it needs to be free to make their own internal decisions. This self rule principal has a strong legal base on both Federal and Regional constitutions for the purpose of promoting its language, culture and history. Awi Administrative Zone is an autonomous administrative unit within Amhara regional state, and is governed by its local people, the Agew who speak Awgni. Any one who visits the website of Awi administrative zone can read this statement.

However, though it has a strong legal base, the reality as agreed by most respondents, the zone administration is not ruled by people who can read and speak the local language, and this negatively contributes low pace of promotion of the local language which is constitutionally granted. They further argue that protection and promotion of Awi people's language and culture starts with commencement of conducting Awi Nationality Council's meeting in Awgni medium, which never happened in running decentralized governance in Awi Nationality Administrative Zone. This implies that the preserving and promotion of Awi people's language and culture is found to be low.

Although constitutionally these rights are protected, the realization of constitutionally affirmed rights is found to be low due to less commitment of administrators. According to the result of the focus group discussion, some of the administrators have negative attitude towards promoting language and culture of Awi people, which leads to the demotion of constitutionally protected rights. There is also a disagreement between Agews and non Agews within the zonal administration for the appointment of cabinet.

The relation and role of both the zonal and regional governments is not clear, and the status of self- administration is also questioned by respondents, particularly with respect to appointment of judges to first instance court. Both woreda and zone respondents argue

that with no appointment of judges through its people or nationality council, it is difficult to talk self-administration. The Nationality Administrative Zone is not in apposition to appoint judges in its jurisdiction except providing recommendation to the regional government.

3.10. Conclusion

To day the majority of countries have been practicing decentralized governance though the process and modality varies from country to country with their own constitutional protection. This implies that decentralization has no uniform application throughout the country rather, it should be in considerations of socio- economic profile of a country. Decentralization also has no uniform application within country that has different nations and nationalities within it. This is approved in the study area in an attempt to differentiate Awi Nationality Administrative Zone from other none ethnic zones.

The primary objective of Ethiopia's federal structure is to accommodate ethnic diversity and to ease the pressure of ethnicity. Despite Ethiopia's decentralization program is relatively recent (1991), it had been limited only to regional level up to the commencement of district level decentralization program.

This study identifies that the status of self- administration and zonal autonomy is found to be low due to administrators low commitment to realize constitutional right, almost dependent nature of financial autonomy, presence of regional interference on zonal affairs, due to capacity constraint to be responsive for peoples need, no clarity in regional block grant and unfair appointment of political officials.

CHAPTER FOUR

SUMMARY OF MAJOR FINDINGS, CONCLUSION, AND RECOMMENDATIONS

5.1. INTRODUCTION

The objective of this chapter is to summarize the main findings of the research as discussed and analyzed in the preceding chapters. The findings and observations are drawn on the basis of interview with administrators, focus group discussion, survey questioner and document survey which reveal the current status of decentralized governance with respect to functions and powers devolved, resource decentralized and legislative and executive power devolved to Awi Nationality Administrative Zone. In addition, this chapter provides conclusions and recommendations towards reorienting the decentralization process in the region.

5.2. SUMMARY OF MAJOR FINDINGS

From the assessment of Awi Nationality Administrative Zone with respect to the research questions and objectives from different perspective, the study finds the following.

1. **Zonal Level Decentralization has Strong Legal Base.**

To improve unity in diversity in side the region, to administer its own affairs, to preserve and promote its own culture and language, ANRS constitution article 73, provides strong legal ground for the establishment of Awi Nationality Administrative Zone in sub-regional territory. Therefore, despite the presence of the 11 zones in Amahra National Regional State, it is one of legally recognized tire of governments with the three branches of government as a self-governing entity.

2. **Weak Power / Authority**

Theoretically Awi Nationality Administrative Zone is expected to play unique status due to its existence as the 3rd separate tire of government from the federal five levels of structure and 2nd tire of government from the regional government structure. However,

these self governing entities have weak power and authority. Awi Nationality Council which is the highest political organ on behalf of Awi people within the zone administration is found to be weak in terms of the power and authority they have. They are responsible to issue the detailed guidelines to implement regional and federal laws. Even they can not formulate and issue regulations that govern the Awi people. This simply shows that there is less political decentralization or political power to the zonal government. It is also found out that the power of the City Administration Council within the zonal administration is more than the power of Nationality Council. The City Administration Council has the power to issue regulations pertinent to their city where as the Nationality Council which is the supreme political organ within the zone administration has no power to issue regulations. This contradicting power relationship between the two makes the City Administration more powerful than the Nationality Administrative Zone.

3. Less Commitment of Administrators

The existence of Awi people as one ethnic group with its own culture and language has made it necessary for the existence of Awi- Nationality Administrative Zone as self-governing entity with the objective to realize constitutional rights of speaking, writing, developing, and promoting Awi people's language and culture. However, the study found out that the protection and promotion of Awi people's language a low pace than expected, due to low commitment of administrators (see section 3.6 on page 68-71 of this study).

4. Fiscal Dependence

The theoretical literature suggests that for devolved government to function properly and effectively, the financial autonomy must be maintained. If local governments are to carry out decentralized functions effectively, they must have adequate level of revenues-either raised locally or transferred from the central governments as well as the authority to make decisions about expenditures. An assessment of fiscal relations clearly shows that Awi Administrative Zone is almost disable without regional block grant. Almost 79% of zonal activity or functions were carried out with these regional transfers. These might raise a

question of to what extent the zone administration continues its operations with this level of fiscal dependence. With respect to borrowing, zone administration is not only unable to borrow from external source but also unable to understand its possibility of borrowing among administrators so that they can place pressure to the higher level of government.

5. Contradicting or No Clear Procedure of Block Grant

Before woreda decentralization schemes, regional transfers were directly allotted to zonal administration, the zones in return allocate the money to woreda under them. But following woreda decentralization schemes, the regional state's own revenue, sub-regional states own revenue and external fundings (assistance or loan) were allocated directly to the woreda by using the block grant formula. However, the reality of regional transfer in Awi Nationality Administrative Zone is a mixture of the above, before and after woreda decentralization schemes - the regional government determines block grant to woreda just like other woredas with in the region. Fore example, there are seven woredas and three urban administrations in Awi Zone. The block grant for each woreda and urban administration is determined at regional level by using its own formula and once this is done, the total budget is directly sent to Awi Nationality Council for approval and budget proclamation. Here, the role of the Nationality Council is to proclaim the budget fixed by the regional government, and nothing is amended by the zonal government except proclamation, even though it has the power to make adjustment among woredas.

6. Up Ward Accountability and Absences of Transparency in Appointing Heads of Departments and Sectors

One of the the objectives of this study is to assess the extent othroughom Zonal government up to Kebele administration, upward accountability outweighs downward accountability. The appointment of cabinets and other officials are not also found to be free from biases relationship, corruption and ethnocentrism.

7. Low Level of Competitive Party Politics and Females Participation.

One objective of this study is to assess the level of good governance through assessing participation of state and non-state actors in policy decision. In the party politics of Awi Nationality Administrative Zone, EPRDF's dominance of political space was observed. Under such a condition the effectiveness of political institutions in mediating popular demand is likely to be diminished (Fearon 1999, Keefer and Khemani, 2003 cited in Shah, 2008:294). See the details in page 48-50 of this study. In addition, as discussed in review of the literature section, one of the performance indicators of political decentralization is percentage of women who participate in legislative and executive positions. However, females' participation was also found to be less as compared to their share in total zonal population which implies low performance of political decentralization.

8. Practical Implementation Status of Decentralization is Low.

Deconcentration form of decentralization was found particularly with manpower decentralization. For instance, education functions up to secondary school are given for zone and woreda government but the hiring of secondary school teachers is left for regional government. The same also applies in health sector. In addition, at rural area where the current implementation of decentralization does not involve stakeholders at kebele level for the draft of the program or plan rather than being requested to implement through the enforcement of penalty.

9. Weak Status of Good Governance.

Theoretically, rulers claim to be responsible to their people; people try to hold them to account. However, an attempt to assess some of the principles of good governance such as accountability, transparency and participation are weak status that what is claimed to be.

The data from focus group discussion, which was held at rural community, and presented in this study, shows that administrators are not accountable to the people practically at

rural kebeles , the rules and regulations that govern the community is subjected to change arbitrarily, and there is low chance of community to participate in planning and management of developmental activities rather than being requested to implement through the use of penalty.

5.3. CONCLUSION

Now days, countries around the world have shown a tendency towards decentralization and local governance for different reasons and in different time periods. In addition to the tendency towards decentralized form of governance, the program is also subject to debate. Decentralization in Ethiopia (transfer of political, fiscal and administrative power) from the central government to Regional, Zonal and Woreda governments in the form of devolution or political reform has been the main agenda since 1991 to realize the objective of democratic governance, to give response to ethnic pressure, to ensure the needs of democratic self governance, to give self-rule to ethnic groups regarding their cultural and linguistic autonomy of nations and nationalities that may allow them to administer their own affairs.

To make the above objective come true, both the Federal and Regional governments have established a strong legal framework in their constitution. For example, article 39 (2) of the Federal constitution declares that Every Nation, Nationality and people in Ethiopia has the right to speak, write and develop its own language; to express, develop and promote its culture; and to preserve its history. Article 39 (3) which says that every Nation, Nationality and People in Ethiopia has the right to form self-government, which includes the right to establish institutions of government in the territory that they inhabit.

In article 39 (2/3) of the Federal constitution, the revised Regional constitution article 45 grants the state, the power to establish any administrative hierarchy when it finds necessary. Accordingly, ANRS' constitution article 73(1), officially declares the establishment of Nationality Administrative Zones as one of the structures and administrative hierarchies only in those geographical areas of the National Regional State inhabited by the Awi, Himra, and Oromo people with their specific powers and duties.

However, the assessments of the realistic application of the constitutional rights and duties with synchronization of application and good governance practice are found to be weak in implementation status than what is claimed to be.

5.2. RECOMMENDATIONS

Based on the aforementioned discussions and findings the following recommendations are forwarded:

- 1.** In Ethiopia, both federal and regional government constitutions have assigned powers and responsibilities to each level of government. However, the study shows that there is little devolution of authority to both woreda and zone level. Zone governments should have sufficient decision-making power to serve as autonomous unit of government. As shown from the study, zone administration's activity is financed by the regional block grant and zone administration can not generate sufficient revenue from its own source, hence, measures to increase the revenue base should be taken by both regional and zonal governments.
- 2.** Zone governments should try to collect (receive) inputs from the public before going to implement plans and programs designed by zonal government. People or beneficiaries should be asked to legitimize or ratify projects identified and formulated by the government and be consulted from the beginning, so that they actively participate in the planning and management of the project
- 3.** Enhancing Zonal Autonomy.

Regional governments have to transfer the total block grant to Awi Administrative Zone so that the zone administration can proportionate it to the constituent woeredas and urban administrations, than making approval or budget proclamation with out any adjustment. There should be political commitment for implementing self-rule and to share sufficient financial resource on the hands of regional government. There should also be an effort to minimizing fiscal dependence through increasing revenue collection and widening revenue base through the help of the regional government. Rural kebele administrations which constitute 87% of population with in the zonal administration should also be empowered to generate their own revenue, and some means of getting grant has to be

devised. Regional transfer should also be transparent and free from political manipulation. The Zonal administration should have the power to hire secondary school and high level of health officials which is currently in the hands of regional government.

4. There should be clear authority and responsible relationship between Awi Nationality Administrative Zone and urban administrations within the zone administration and balancing of authority between Nationality Council and City Council established through urban reform undertaken by the government.

5. Administrators have to be committed to preserve, protect, develop and promote Awi people's culture and language. In doing so, they should try to start Awgni language for administrative use at least at kebele level for the gradual expansion so that it could also be used for administrative purpose at zonal level. For instance, kebele level conference must be made with the Awgni medium; Kebele Social Courts have to use the Awgni medium in its judiciary process and for writing administrative minutes; farmers' land registration books should also be written in Awgni; health and agriculture extension workers that are assigned in non Amharic speaking communities should at least try to speak Awgni so as to communicate with farmers.

6. Participatory democracy should be installed and females, participation with senior public officials should be enhanced, and there should be reduction of party loyalty for senior officials' appointment; rather it should be made clear that appointment of officials should be made through active participation of community of both woreda and zone level and problems associated to Agew versus, and a negative Agew attitude must be avoided.

7. Lastly, The researcher recommends further complementary studies to be conducted in the Zonal Administration regarding the existing realistic distinctions between Nationality Administrative Zone and other Non Ethnic Zone Administration, factors that contribute for the perception of difference between council members, civil servants and the public at large, federalism and ethnic accommodation with in the context of zone administration and finical decentralization calls through study in the area.

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APPENDIXES

0 0 E C	Fagita	14,346,649	-	350,000	-	3,125,961	17,822,610
	Jawi	10,273,987	-	-	-	2,555,625	12,829,612
	Gowagusa Shek	10,573,201	-	-	-	2,700,893	13,274,094
	Engibara Ketema	5,924,546	-	105,769	-	1,780,064	7,810,379
	Chagni ketema	2,500,000	-	-	-	-	2,500,000
	Total	116,619,852	-	911,538	1,400,000	29,070,884	148,002,272
2 0 0 1 E C	Zone department		-	-	-	2,326,134	11,813,580
	Banja		-	204,118	75,130	4,362,199	19,017,643
	Gowngua		-	1,487,144	6,408,310	6,084,316	30,066,886
	Dangla		-	599,889	213,391	4,272,292	24,165,141
	Ankesha			413,400	2,354,016	7,581,161	27,863,015
	Fagita		-	599,889	211,932	4,819,923	21,531,269
	Jawi		-	-	59,807	6,267,708	14,147,027
	Gowagusa Shekodade		-	413,400	513,967	3,810,299	16,893,890
	Engibara Ketema		-	262,451	89,278	2,983,625	8,764,203
	Chagni			204,121	70,380	4,205,097	9,287,308
	Total					48,854,940	199,150,932

Source. Awi nationality administrative zone department of finance and economic development

0 0 E C	Fagita	14,346,649	-	350,000	-	3,125,961	17,822,610
	Jawi	10,273,987	-	-	-	2,555,625	12,829,612
	Gowagusa Shek	10,573,201	-	-	-	2,700,893	13,274,094
	Engibara Ketema	5,924,546	-	105,769	-	1,780,064	7,810,379
	Chagni ketema	2,500,000	-	-	-	-	2,500,000
	Total	116,619,852	-	911,538	1,400,000	29,070,884	148,002,272
2 0 1 E C	Zone department		-	-	-	2,326,134	11,813,580
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	Fagita		-	599,889	211,932	4,819,923	21,531,269
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	Gowagusa Shekodade		-	413,400	513,967	3,810,299	16,893,890
	Engibara Ketema		-	262,451	89,278	2,983,625	8,764,203
	Chagni			204,121	70,380	4,205,097	9,287,308
	Total					48,854,940	199,150,932

Source. Awi nationality administrative zone department of finance and economic development

Addis Ababa University
School of Graduate Studies
Department of Public Administration and Development Management
Interview Guide for administrators

Dear Respondent

With this questionnaire, the student researcher intends to assess the current status of Decentralized Governance and Self -Administration at Awi Administrative Zone. Since this research has been done for academic purpose, I assure you that all verbal and written responses are confidential.

For genuinely doing so by devoting your time and exerting effort, the student researcher really remains very grateful to you. Meanwhile, he wishes to bring in to your attention that the outcome of this study will highly depend on your responsive, Sincere and timely response.

Addis Ababa University
School of Graduate Studies
Faculty of Business and Economics
Department of Public Administration and Development Management
Focus group discussion for community residents.

1. Decentralized decision making authority to zonal level
2. The existence of mechanism through which the actors will be held accountable for their wrong decisions and acts?
3. The accountability of council members, executives and administrators
4. key actors involved in decision making process
5. The relationship between Zone, woreda, and kebele
6. Community access of information, budget, reports plans etc.
7. Consultation of the zonal, woreda, and Kebele government to community when preparing budget, plan and any service delivery mechanism
8. Community Participation, empowerment, modality and gaps
9. Local government accountability and transparency to community
10. Implementation status of language policy
11. Party politics
12. Citizens influence the action of the government
13. Responsiveness of zone government
14. Accountability of Administrators
15. Transparency
16. The implementation of constitutional rights

Addis Ababa University

School of Graduate Studies

Department of Public Administration and Development Management

Survey Questions for Council Members and government employees (civil servant)

Dear sir/Madam

With this questionnaire, the student researcher intends to assess the current status of Decentralized Governance and Self -Administration at Awi Administrative Zone. Since this research has been done for academic purpose, I assure you that all verbal and written responses are confidential.

For genuinely doing so by devoting your time and exerting effort, the student researcher really remains very grateful to you. Meanwhile, he wishes to bring in to your attention that the outcome of this study will highly depend on your sincere and timely response.

Thank you so much in advance for your understanding and cooperation

N.B

- You do not need to write your name
- Please use the back pages if you need more space to answer the open-ended questions.

General instruction: Read the following items and respond to each question by putting a tick mark (✓) to your choice and/or providing a short answer where necessary. Please, do not leave the open ended questions unanswered.

Part 1: Personal information

- 1.1. Sex A. Male Female
- 1.2. Educational Background -----
- 1.3. Year of work Experience
- A. up to 5 B. 6- 10 C. 11-15 D. 16-20 E. Above 21
- 1.4. Your current position_____

Part 2: Questions related to collect the general information about decentralization and good governance at Awi- administrative zone.

1 . Is there regional interference in zonal affairs?

- A. Yes B. No
- B. Medium D. No comment

2. Please mention the major challenges that hinder the practice of decentralized good governance at zonal level?

3. What actions will be taken or intended to be taken to reduce the challenges and promote good governance at zonal level?

4. The decisions made by Awi Nationality Council reflect the demands of the public?

A. Yes, always

C. Not at all

B. Yes, sometimes

The following items are designed for assessing the practice of decentralization and good governance of Awi Administrative zone. Please respond by putting tick mark (√) to the response that best represents your degree of agreement with one of the five alternative rating scales given below.

(SA) = Represent Strongly Agree (SD)= Represent Strongly Disagree

(A) = Represent Agree

(UN) = Represent Undecided

(D)= Represents disagree

NO	Description	Rating				
		SA	A	UN	D	SD
1	Before rules, regulations and policies are enacted, Nationality Council and Zone Administration receive inputs from the general public.					
2	Zonal government administration encourages civil society organization, NGOs and Community in planning and budgeting.					
3	Appointment of executive body (cabinet) is transparent and based on accountability.					
4	Public officials has been listening the demands and voice of the citizens and react accordingly.					
5	Zonal Administration's budget is posted in public office.					
6	The Nationality Council's Decision reflects public demand.					

አዲስ አበባ ዩኒቨርሲቲ

ድህረምረቃ ፕሮግራም

የህዝብ እና ልማት አስተዳደር ትምህርት ክፍል

በአዊ ብሄረሰብ ዞን የምክር ቤት አባላት እና በብሄረሰብ ዞን ውስጥ በተለያዩ መምሪያዎች ተቀጥረው በማገልገል ላይ የሚገኙ ባለሙያዎች እና ሠራተኞች የሚሞላ መጠይቅ።

አጠቃላይ መረጃ

ውድ የጥናቱ ተሳታፊዎች፣ እንደሚታወቀው የአዊ ብሄረሰብ ዞን ከክልሉ ውስጥ ካሉት ዞኖች መካከል አንዱና ምናልባትም ከሌሎች የብሄረሰብ ዞኖች ካልሆኑት ለየት ባለ መልኩ የተዋቀረና የራሱ የሆነ

ሀ) የብሄረሰብ ምክር ቤት

ለ) የብሄረሰብ አስተዳደር ምክር ቤት እና

ሐ) የብሄረሰብ አስተዳደር የዳኝነት አካላት ያሉትና በ1994 ዓ.ም በተሻሻለው የአማራ ብሄራዊ ክልላዊ መንግስት ህገ-መንግስት አንቀጽ-73-81 መሰረት የራሱ የሆነ አደረጃጀት፣ ስልጣንና ተግባር ያለው ዞን ነው።

በመሆኑም የዚህ መጠይቅ ዋና አላማ

1ኛ. ከላይ የህገ-መንግስት አንቀጾች ላይ የተጠቀሱት ስልጣንና ተግባር በአግባቡ በስራ ላይ መዋላቸውን ማረጋገጥ፣ ችግሮችን መለየትና የመፍትሄ አቅጣጫ መጠቀም፤

2ኛ. ዞኑ ምን ያህል ራሱን በራሱ እንደሚያስተዳድር እና የዞኑ የውስጥ ጉዳይ ላይ የክልሎች ጣልቃገብነት ምን ያህል እንደሆነ ማጥናት፤

3ኛ. የዞኑ የመልካም አስተዳደር ሁኔታ ምን እንደሚመስል መግምገም፤

4ኛ. ዞኑ ራሱን በራሱ ማስተዳደር እንዲችል የሚያግዙ የገንዘብ፣ የሰው-ሀይልና የማቴሪያል አቅሙን ማጥናት ናቸው።

ስለሆነም፣ ጥናቱ የ2ኛ ዲግሪ ማሟያ ከመሆኑም በተጨማሪ ለዞኑ ማህበረሰብ እና ተጨማሪ ተመራማሪዎች ማጣቀሻ ስለሚያገለግል የጥናቱ መሳካት እርስዎ በሚሰጡት መልስ ይወሰናል። በተጨማሪም ለጥያቄው የምትሰጡት መልስ በሙሉ ሚስጥሩ የተጠበቀ መሆኑን እየገለጽሁኝ መጠይቁን በጥንቃቄ እንድትሞሉልኝ ስል እጠይቃለሁ።

ከዚህ በታች በተዘረዘሩት መጠይቆች መልስ ይሆናል ብለው የሚያስቡትን ከተሰጡት አማራጮች የ (✓) ምልክት በማድረግ ወይም በበዶ ቦታ ላይ በማስፈር ይመልሱ።

ክፍል አንድ፡ የተሳታፊዎች የግል ሁኔታ

1.1. ጾታ ሀ) ወንድ ለ) ሴት

1.2. የትምህርት ደረጃ -----

1.3. አሁን የሚሰሩት ስራ-----

1.4. የአገልግሎት ዘመን

ሀ) እስከ 5 ዓመት

ለ) ከ6 —10 ዓመት

ሐ) ከ11-15 ዓመት

መ) ከ 16-20 ዓመት

ሠ) ከ21 ዓመት በላይ

ክፍል ሁለት፡ ስለ ዞኑ ጠቅላላ ሁኔታ

2.1. በዞን ጉዳይ ላይ የክልል ጣልቃ ገብነት ይኖራል ብለው ያስባሉ?

ሀ) አለ ለ) የለም

2.2. በዞን ደረጃ እየተተገበረ ያለውን የመልካም አስተዳደር እንቅስቃሴ ሲገድቡ ይችላሉ የሚሉት ካለ ይግለጹልን።-----

2.3. በዞን ውስጥ አሉ የሚሉትን የመልካም አስተዳደር ችግሮችን ለመቀነስ መሰራት አለበት የሚሉት ካለ ቢጠቅሱልን።-----

2.4. በዞኑ ብሄረሰብ ምክር ቤት አማካኝነት የሚወሰኑ መመሪያዎች እና ፖሊሲዎች

ሀ) ሁል ጊዜ የህብረተሰቡን ፍላጎት መሰረት ያደረጉ ናቸው

ለ) አልፎአልፎ የህብረተሰቡን ፍላጎት መሰረት ያደረጉ ናቸው

ሐ) ሁልጊዜ የህብረተሰቡን ፍላጎት መሰረት ያደረጉ አይደሉም

ክፍል ሦስት፡ ከዚህ በታች ለተዘረዘሩት ጥያቄዎች በርስዎ ግንዛቤ መሰረት በጣም እስማማለሁ የሚሉ ከሆነ (በእስ) በሚለው ፊትለፊት (የ ✓) ምልክት ያስቀምጡ እስማማለሁ የሚሉ ከሆነ (እስ) በሚለው ፊትለፊት (የ ✓) ምልክት ያስቀምጡ አልስማማም የሚሉ ከሆነ (አልስ) በሚለው ፊትለፊት (የ ✓) ምልክት ያስቀምጡ በጣም አልስማማም የሚሉ ከሆነ (በአልስ) በሚለው ፊትለፊት (የ ✓) ምልክት ያስቀምጡ

ተ.ቁ	አረፍተነገር	ደረጃ				
		በእስ	እስ	አል	አልስ	በአልስ
1	በአዊ ብሄረሰብ ዞን ምክር ቤት የሚወጡ መመሪያዎችና ፖሊሲዎች ከመውጣታቸው በፊት የህብረተሰብ አስተያየት ይሰበሰባል።					
2	የሲቪል ማህበራት፣ መንግስታዊ ያልሆኑ ድርጅቶችና ማህበረሰቡ የዞኑ እቅድ ላይ ይሳተፋሉ።					
3	የዞኑ ስራ አስፈጻሚ አካላት ወይንም ካቢኒ ሹመት ግልጽና ተጠያቂነትን የተሳበሰ ነው።					
4.	በዞኑ አስተዳደሮች የህብረተሰቡን ፍላጎት በመረዳት አፋጣኝ ምላሽ ይሰጣሉ።					
5.	የዞን አስተዳደሩ በጅት ህዝብ በሚያይበት ቦታ ላይ ይለጠፋል።					
6	የብሄረሰብ ምክር ቤት ውሳኔ የህብረተሰቡን ፍላጎት መሰረት ያደረጉ ናቸው።					

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 this thesis have been duly acknowledged.

Declared by:

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Date: 30 June 2010

Signature: 

Confirmed by Advisor:

Name: Prof. Dr. C.D. DASH

Date: June 30, 2010

Signature: 

Place and date of Submission: _____