

***THE SIGNIFICANCE OF DEMOCRATIC
DECENTRALIZATION THE CASE OF AMHARA
REGIONAL STATE OF ETHIOPIA***

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Declaration

I, Abebaw Bekele declare that this work entitled “The Significance of Democratic Decentralization; the case of Amhara Regional State of Ethiopia” is my own work and study and that all source of material used for the study have been duly acknowledged. I have produced it independently except from the guidance and suggestion of my research advisor Dr. Elias Berhanu. This study has not been submitted for any degree in this university or any other university . It is offered for the partial fulfillment of the degree of MA in public Administration.

Signature _____

Date _____

CERTIFICATE

I certified that the dissertation entitled The Significance of Democratic Decentralization the case of Amhara Regional State of Ethiopia by Abebaw Bekele is his own work and has been done under my supervision. It is recommended that this dissertation be placed before the examiner for evaluation.

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ACRONYMS

ANDM	Amhara National Democratic Movement
ANRS	Amhara National Regional State
CSA	Central Statistical Agency
EPRDF	The Ethiopian People’s Revolutionary Democratic Front
FAO	Food & Agricultural Organization
FDRE	Federal Democratic Republic of Ethiopia
MoFED	Ministry of Finance and Economic Development
NGO	None governmental Organization
OPDO	Oromo People’s Democratic Organization
SNNPR	Southern Nations Nationalities and Peoples Region
SPDO	Southern People’s Democratic Organization
TPLF	Tigray People’s Liberation Front
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UN-HABITAT	United Nations Human Settlements Programme
USAID	United States Agency for International Development
WB	World Bank

ABSTRACT

This study attempts to investigate the significance of democratic decentralization in the case of Amhara Regional State of Ethiopia.

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

The study reveals that the kind of services that were provided to each zone is unbalanced and it differs from zone to zone and woreda to woreda due to the capacity of the leaders in mobilizing human and financial resources. The regional government is dependent on the federal government to cover their expenditure needs. Decentralization enables and increases the involvement of the community in political and development issues. On the other hand, the study reveals that there is no space for participation of different political parties at zonal, woreda and kebele. This results in the lack of debate on policy issues and policy alternatives from political opponents that is in favor of the people. The study also presents evidences that the powers and duties of zonal and regional Councils are very weak to decide on issues under their jurisdiction because of the dominance of the executives.

Key words: decentralization, health, education and agricultural extension

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CHAPTER ONE

INTRODUCTION

1.1. Background of the Study

Decentralization has been one of the fundamental features of Ethiopia's transition in 1991 from military regime to civilian rule. The Ethiopian People's Revolutionary Democratic Front (EPRDF), the current ruling party, which is a coalition of regional insurgent movements that overthrew Derg regime (military junta), identified decentralization as a precondition for transition to civilian rule. Given EPRDF's regional roots, namely, the regional parties Tigray People's Liberation Front (TPLF), the Amhara National Democratic Movement (ANDM), the Oromo People's Democratic Organization (OPDO), the Southern People's Democratic Organization (SPDO) and affiliated member organizations in the other regions, its affinity for decentralization is not surprising (Vaughan and Kjetil, 2003).

Ethiopia's current Constitution, ratified in 1995, establishes the federal structure based on nine ethnic regional states and gives them the right to secede (Article 39 of the Constitution). The regional governments are responsible for implementing economic and social development policies and for maintaining public order, including administering a police force, and the federal state is responsible for all powers not delegated to, or shared, with the regions.

The Constitution establishes several principles of intergovernmental fiscal relations. On the expenditure side, Article 50 (4) institutes the principle of subsidiarity by allocating service delivery responsibilities to the lowest possible level of government. On the revenue side, however, the Constitution assigns more buoyant sources of revenues to the federal government creating vertical imbalances. In order to address the vertical imbalance issue it mandates the federal government to institute formula-driven general-purpose grant system, often referred to as the "block grant system."

Decentralization has acquired considerable popularity especially in developing countries (Bird,

1995). It also entails a set of policies that encompasses fiscal, political and administrative changes that can affect virtually all aspects of development (Anna K., 2002).

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

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

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

Landau and Eagle (2004) stated that local development is linked to decentralization in the sense that decentralization facilitates the performance of development functions at the local level, which cannot be performed by the center. Decentralization may also allow greater representation for various political interests and ethnic groups in development policy making and implementation and then it could led to greater equity in the allocation of government resources and investment (Rondinelli, 2001).

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

The transitional government of Ethiopia, proclamation No. 7/1992 has provided for the establishment of national or regional self- government in 1992. Based on this proclamation, fourteen regions had formed. However, the Constitution of the Federal Democratic Republic of Ethiopia revised the above proclamation and established nine ethnic-based regional states and two autonomous city administrations (proclamation No. 1/1995). The ethnic based regional states are; Tigray, Amhara, Afar, Oromia, Somali, Southern Nations Nationalities and Peoples Region (SNNPR), Benishangul Gumuz, Gambella and Harari and the two autonomous city administrations are, Addis Ababa and Dire Dawa. The Federal Constitution article 39(3), which says, “Every nation, nationality and people in Ethiopia has the right to a full measure of self government which includes the right to establish institutions of government in the territory that inhabits and to equitable representation in state and federal government”.

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

The Amhara National Regional State (ANRS) Constitution also empowered the Woreda to formulate and implement their socio-economic development. According to the Constitution “the Woreda administration within its territorial area of its organization all the powers enabling it to prepare and decide on the economic development and social service plans as well as to implement policies, laws, regulations and directives under its jurisdictions” (Amhara National Regional State, Constitution, No.2/2001 article 84/1). However, this Constitutional power is constrained during practical implementation at local level. Therefore, this research reviews the current knowledge of decentralization in relation to development at Woreda level in Ethiopian context particularly in Amhara region. Consequently, this paper analyzes local government discretion and accountability in Amhara regional state with respect to political, administrative, and fiscal domains. It is based on literature review and interviews of local governments and community

members in the ten (10) zones of the region.

1.2. Statement of the Problem

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

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

In addition, Tegegne (2000) has described some of the problems observed in all regions of Ethiopia that includes weak administrative capacity, shortage of technical human power, weak institutionalization characteristics of regional governments, and poor logistical resources. The prevalence of these drawbacks was also highlighted in other studies. Which indicate that the shortage (absence) of trained personnel, weak revenue base, heavy financial dependence on upper echelons of government, low level of awareness of local communities on the roles and functions of responsible local government, among others are constraining factors with regards the entrenchment of democratic local government units (Meheret, 2002).

On the other hand, the following are among the more serious problems have faced in the process of implementing the Woreda decentralization programs, lack of an integrated system of procedure in service delivery and scarcity of efficient organizational structure. In addition, absence of vibrant system for popular participation, and non-existence of a well coordinated and locally adapted working system for planning and execution of budgetary decisions. These are also related to the existence of overlapping mandates, low level of popular participation, inadequacy of the

existing organizational structure that fails in clearly define the roles of institutional actors, and failure in adapting procedures and working systems in realities peculiar to different localities (Ministry of Capacity Building, 2004).

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

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

1.3. Research Questions

In addressing the issue mentioned in the statement of the problem, the research attempted investigate answers the following basic questions.

1. What are the aspects of public participation, preparation and implementation of socio-economic development polices and strategies in Amhararegion?
2. How often does the political participation evaluated in kebele, wereda, and regional level counsel?
3. How well strong is the coordination to implement police and stratage between tier of the region?
4. What are the main challenges regarding decentralization in the regional government?
5. To What extent does the existing of the society about decent realization in the region?
6. What are the mecanizomes to cope up the challenges of decentralization in the region?

1.4. Objectives

1.4.1. General Objectives

The purpose of this research project is to assess the decentralization experiences of Ethiopia particularly Amhara region, focusing on the political, economic and managerial dimensions of local governance. The research also point out, in very specific terms, positive lessons learnt from

these experiences and how these could contribute towards the development of norms of good local governance.

1.4.2. Specific Objectives

The specific aims of the study are:

1. To investigate the public participation in the preparation and implementation of socio-economic development policies and strategies.
2. To examine political participation at each tier of Councils
3. To explore the co-ordination between tiers to implement policies and strategies
4. To study the regional government frameworks
5. To analyze existing systems of developing and maintaining urban infrastructure and services,
6. To come up with recommendations and suggestion

1.5. Scope of the Study

Amhara regional state of Ethiopia is divided into ten administrative zones and one special zone; each is further divided into “Woreda” (administrative community). Accordingly the region is divided into 150 woreda among which 128 were rural woreda while 22 were urban woreda (World Bank, 2008). The sample was taken from all the zones by selecting woreda by judgment sampling of non-probability sampling techniques. The reasons behind selecting this technique were:

- It enables the researcher to freely select any respondent that he thinks best fits to the questions.
- It is convenient to use
- It is less time consuming

The researcher believes that the sampled Woredas do represent Amhara region because the land holding per woreda; administrative hierarchy, income distribution and their working culture are more or less similar. Regional administration, woreda officials, Kebele officials, civil servants, the Council of the Zone and Woreda and public service institutions are included in the scope of the

study.

1.6. Significance of the Study

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

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

1.7. Limitations of the Study

The research lacks deeper analysis and concentrates on the experience of a number of Woredas /districts. For this research purpose, it is assumed that all zones as well as woredas have more or less the same status in implementing policies and strategies. However, it should be noted that some of the Zones and also woredas are better than others in their development level, capacity in implementing policies and strategies. Nevertheless, in this study they are assumed to have the same ability in implementing policies.

Among the problems the researcher had faced during the data collection; getting public officials in their working place due to engagements of frequent meeting and some official's reluctance to give adequate information and absence of organized data in their sectoral office takes the first rank. The other problem was the budget shortage to collect relevant data from different places and expenses for transport and for photocopying documents. Despite these problems, the researcher has done all what he could to collect relevant data to the study.

1.8. Organization of the Research

This research document was structured to have six main chapters. The first chapter of the research deals with the introduction which contains Background of the Study, Essential Characteristics of Decentralization, Multi-dimensions, goals and arenas of Decentralization. The second chapter deals with review of related literature of the research. The third chapter contains materials and methods, Statement of the Problem, objectives, Significance of the Study, Description of the Study Area, Scope of the Study, Research Design and Methodologies, Limitations of the Study and Organization of the Research. The fourth chapter deals with data presentation, analysis, discussions and summary of findings. Conclusions and recommendations of the study are presented in the fifth. Finally, a list of references listed under chapter six

CHAPTER TWO

LITERATURE REVIEW

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

2.1. An Overview of Decentralization

2.1.1. Definitions and Concepts of Decentralization

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

Tegegne and Kassahun (2004) stated that decentralization is the transfer of social and political authority from 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.

In addition, decentralization is the transfer of fiscal, political and administrative function from

higher to lower levels of government. It can take on different dimensions and forms depending on the degree to which independence for action assigned to lower level authority (Mark Tuner, 1997).

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

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

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

Decentralization largely responds to political imperatives and the link runs from politics to economics. For these reasons, it may be taken as axiomatic that decentralizing administration and politics are automatically fiscal decentralization (Eshetu, 1994). As Kibre Moges (1994) stated decentralization will reduce over load and congestion in channels of administration and communication and it is a thought to improve government's responsiveness to the public and

increase the quantity and quality of services it provides. Then more effective and efficient management of economic development can be achieved through decentralization, by allowing greater discretion to local managers in decision-making (Kibre, 1994). The closer a representative government to the people, the better it works. People should have the right to vote for the kind and amount of public services they want. This principle has suggested that decision-making should occur at the lowest level of government consistent with the goal of allocative efficiency (Stinger 1957). In addition, local governments can be understood the concerns of local residents because local decision-making is responsive to the people for whom the services are intended and encouraging fiscal responsibility and efficiency (Oates, 1972).

Consequently, decentralization derived in Ethiopia has proceeded in two phases. The first phase of decentralization (1991-2001) was centered on creating and empowering national or regional governments were established with changes in the local and central government system. The National or Regional state was responsible with legislative, executive, and jurisdictional powers (Tegegne, 20007 in Yigremew, 2001). The definitions and concepts of decentralization as mentioned above indicate that decentralization is the transfer of authority and resources to the lower tier of government. Subsequently, based on the activities definitions and concepts, the contribution of decentralization in socio-economic development in Ethiopian context will be investigated in general and in the study area in particular.

2.1.2. Dimensions of Decentralization

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

A) Political/Administrative Decentralization

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

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); (USAID, 2009). This transfer takes place through constitutional amendments and electoral reforms that create new (or strengthen existing) spaces for the representation of sub national politics.

Administrative decentralization- is the transfer of responsibility for planning, financing and managing certain public functions from central government and its agencies to field units of government agencies subordinate units or level of government, semi-autonomous public authorities or co-operations or area wide, regional or functional authorities. 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 (Martinussen 1997; Turner and Hulme 1997; Walsh 1969; Meheret 1998).

According to Meheret (1998) administrative decentralization 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) argue that the greater the share of administrative personnel employed at lower tier, the greater is personnel decentralization.

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

government this could support democratization by giving fair participation to citizens or their representatives, more influence in the formulation and implementation of policies.

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

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

B) Fiscal Decentralization

Fiscal decentralization concerns the way tax revenues and public expenditures are distributed among the different tiers of government (Treisman 2002). 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.

Intergovernmental transfer programs serve multiple interrelated purposes. First, they help to cover sub-national government fiscal imbalances, supplementing inadequate local own-source revenues to improve the ability of sub-national governments to meet their expenditure responsibilities. Second, they can be used to meet national redistribution objectives, helping to offset fiscal

capacity differences among sub-national governments. Third, they could use to encourage local expenditures on particular goods and services that exhibit positive externalities or considered as basic needs that should be distributed less unequally than the ability to pay for them. Most transfer systems were intended, at least officially, to meet these objectives, and they use a variety of types of mechanisms to do so (Anwar Shah, 2006).

Financial responsibility is also a core component of decentralization that if local governments have carried out decentralized functions effectively, they must have adequate revenues raised locally or transferred from the central government as well as the authority to make expenditure decision (Ashok, 1997). Ashok also described it involves devolving powers with regard in taxation, funds and expenditure upon local bodies giving them the financial autonomy for planning and implementation as per local needs. Fiscal decentralization concerns the way tax revenues and public expenditures are distributed among different tiers of government. The degree of decentralization is the extent of independent decision-making by different arms of government in the provision of social and economic services. It connotes the degree of autonomy of state and local governments to carry out various economic and social tasks (Treisman, 2002).

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

While fiscal decentralization in Ethiopia is the newly introduced block grant scheme, these block grants are intergovernmental transfers of funds from regional to Woreda governments according to a predetermined formula and with minimum conditionality. The conditionalities are introducing

of block grant scheme was hoped that Woreda governments would be enabled to implement their administrative and development plans that will perform without undue interference from higher tiers of authority creating and bringing situations closer to genuine local self rule (Tegegne and Kassahun, 2007).

C) Economic Decentralization

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

2.1.3. Forms of Decentralization

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

A) De-concentration

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

Consequently, this form of decentralization is commonly exercised under unitary forms of government or centralized mode of governance. In this case, local government does not exist to

describe entities and there is no mechanism for horizontal co-ordination and integration at the local level. Hence, the role of local authorities is limited to participation in implementation and it is unlikely to lead the potential benefits occurring from decentralization (Adamoleku, 1999).

B) Delegation

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

C) Devolution

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

Since the 1980s, political decentralization got an emphasis because of new thinking in political and economic development (Olowu, 1988). Devolution is the most extensive form of decentralization, which is far more radical and confers full authority and responsibility to discharge specified functions upon formally constituted autonomous local agencies that can operate independently in their own areas of jurisdiction (Martinussen, 1997 and Chikulo, 1998). Therefore, devolution in this context means creation or strengthening of supranational levels of governments that are substantially independent of national governments with respect to defined functions, where authority is vested in representatives elected by the local population, the formal line of accountability is to the electorate within their jurisdiction (Tuner and Humle, 1997).

D) Privatization and Deregulation

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

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

Rationales of Decentralization

As a concept decentralization has several uses when employed in the context of a public administration system. First, it can be used to refer to an administrative measure involving the transfer of management responsibilities and resources to agents of the central government located outside the headquarters at one or more levels (province, region, division, and district). This administrative decentralization is commonly referred to as de-concentration, and the field offices of the central government established in the process of de-concentration are also referred to as the field administration (Adamolekun 2002).

Second, the term decentralization is used to refer to a political arrangement involving the devolution of specific powers, functions, and resources by the central government to sub-national level government units. Sub-national governments include regional, state, or provisional governments and local governments or municipalities. In many cases these sub-national

government units are substantially independent of the central government and have a legal status (Adamolekun 2002).

Third, decentralization is used to refer to the delegation of authority and managerial responsibility for specific functions to organizations outside the central government structure. The organizations and agencies enjoy varying degrees of autonomy (Adamolekun 2002).

Finally, the term is also used to refer specifically to the transfer of responsibilities for budgets and financial decisions from higher to lower levels of government. This is called fiscal decentralization, which is at the core of the relationship between the central government and the sub-national government units-commonly referred to as intergovernmental relations (Adamolekun 2002).

In addition, decentralization brings decision-making closer to the people and therefore stimulates programmes and services that better address local needs. The challenge is to ensure that all stakeholders can and will voice their opinions. As part of the decentralization process, policy makers and politicians are integrating programmes to address citizen participation, promote advocacy groups, incorporate women and the poor in policy decisions, aid in poverty reduction and environmental initiatives at the local level, and encourage sub-national autonomy and creativity in addressing local needs (Work 2002).

While decentralization has unquestionably gained recognition within the last two decades, it is not a new concept. The term attracted attention in the 1950s and 1960s when British and French colonial administrations prepared colonies for independence by devolving responsibilities for certain programmes to local authorities. In the 1980s decentralization came to the forefront of the development agenda alongside the renewed global emphasis on governance and human-centered approaches to human development. At present both developed and developing countries are pursuing decentralization policies. As Robert Ebel (1998) points out in his overview of decentralization: "The western world sees decentralization as an alternative to provide public services in a more cost-effective way."

Decentralization can be seen as the transfer of responsibility for planning, management and resource raising and allocation from the central government and its agencies to the lower levels of

government. Decentralization is closely linked to the concept of subsidiarity, which proposes that functions (or tasks) be devolved to the lowest level of social order that is capable of completing them (UNCRD 2001). As the UNDP states: "Decentralizing governance is the restructuring of authority so that there is a system of co-responsibility between institutions of governance at the central, regional and local levels according to the principle of subsidiarity, thus increasing the overall quality and effectiveness of the system of governance, while increasing the authority and capabilities of sub-national levels "(www.geocities.org).

Decentralization is a mode of governance and development strategy, which is characterized by a bottom-up approach from the 1950s, onwards and its concept has been used as a means of reaching the population scattered in the rural areas by establishing center periphery linkages. Since the 1960s, the concept had more focused in facilitating participation of people at grassroots level in development (Agrawal, 2000). In addition, decentralization aims to achieve one of the central aspirations of political governance or the desires that the people should have a say in their own affairs (Mahat, 2007 in Agrawal and Ribot, 2002).

Decentralization also enhances effective performance and realization of local preferences. In this regard, Tuner and Humle (1997) argued that decentralization is a remedy to the problems associated in a centralized system. This is because the fact that decentralization is characterized by proximity, relevance, autonomy, participation, accountability and democracy. Accordingly, decentralization places authority and responsibility for decision-making outside the political and administrative center and generally enhances resource mobilization and utilization, accountability, participation, and efficiency and responsiveness in service delivery (Tuner and Humle, 1997).

In addition, by devolving resources and decision-making powers to local governments, decentralization can generate financial capacities, efficiency quality gains that promote effective delivery of services. In terms of financial resources it has argued that decentralization is attractive to national governments, because part of the burden of financial services can be shifted to sub-national units and private providers. It entails shifting of responsibilities with corresponding fiscal resources to sub-national levels and allows to increase resource mobilization and to maximize the provision of services like health, education and others by allowing local governments to take decision on the allocation of resources, according to local needs and priorities (Martinussen,

1997).

Implicit in this discourse is the conviction that decentralization reforms only make sense if they lead to a working political outcome: effective local governance. The first, decentralization, is a lengthy and statutory changes at the centre, ideally progressively distributes responsibilities, resources, authority, and autonomy from centre to periphery. The second, local governance is the situation that obtains when localities are able to effectively manage their public affairs in a way that is accountable to local populace (Olowu & Wunsch 2004).

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

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

2.1.4 Essential Characteristics of Decentralization

Decentralization has multidimensional, goals and arenas which makes it complicated and somewhat difficult phenomenon to understand. Despite all its 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. Among its characteristics, Authority, Autonomy, Accountability, and Capacity are the four most common characteristics (USAID, 2009)

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). In sub-national governance, authority may be conferred through sub-national democratic elections or delegated to local officials from national hierarchical superiors. An important requirement is that authority must be rule based so as to limit self-interested manipulation by politicians and central bureaucrats. In many developing countries, formal sub-national authority coexists with traditional community or tribal authority, which may serve key roles that need to be respected or even nurtured.

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. Of course, autonomy has a different quality when exercised by appointed administrators than it does when exercised by elected officials, but the former can often productively be given an element of managerial discretion to better meet local requirements.

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. But, even if sub-national officials are appointed, a range of mechanisms can help to improve accountability. These include complaint adjudication boards, citizen report cards, and performance-based employee reviews that include citizen feedback. The critical concern is that accountability mechanisms provide a central link between formal decentralized institutions and citizens, the core relationship in democratic local governance. Without these accountability mechanisms, sub-national officials with strong authority and autonomy are the functional equivalent of autocrats. At the same time, an element of vertical accountability to the center is almost invariably required.

Even in well-established democracies, higher-level governments have the right to ensure that basic standards are maintained in the delivery of key local services and that legality requirements are met on electoral processes, fiscal responsibility, and procurement. Moreover, decentralization may also involve horizontal accountability relationships (between elected councilors and local civil servants, and among sub-national departments), which are critical for effective performance.

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. At the same time, civil society must have sufficient capacity to hold local administrations and governments accountable if decentralization and democratic local governance are to take root and flourish. Even central agencies must often develop new capacities to support the transformation of their role from controlling sub-national jurisdictions to enabling, coordinating, and legally overseeing them.

Obviously this treatment of the four characteristics is highly simplified. The relationships among authority, autonomy, accountability, and capacity are complex and can involve substantial tradeoffs. Nevertheless, these four characteristics capture much of what is most important about decentralization. For that reason they are referenced repeatedly in the chapters that follow, providing a thread that links the discussion of decentralization's multiple dimensions, goals, and arenas. Summarizing the main thrust of this handbook, USAID should seek to optimize the types and levels of authority, autonomy, accountability, and capacity that will enable decentralization to achieve its main goals (stability, democracy, and development) in each of its three major arenas (national, sub-national, and civil society).

Challenges of Decentralization

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

Local governments in most countries have limited local taxing powers from which to finance the

services assigned to them. As a result, service levels fall far short of what is required local revenues are often limited to a few visible taxes that are difficult and expensive to collect. Whilst major urban centers may be able to generate significant revenues from property taxes and levies on businesses than rural areas that there may be little to tax. Increased local revenue mobilization often involves coercive extraction from the poor, local governments often suffer from weak institutional capacity, decision-making processes are unsystematic mechanisms of accountability between officials and representatives (www.adukov.com/articles/rural_local_selfgov_challenge).

2.1.5 Arenas of Decentralization

Whatever the underlying motivations for decentralization, it is important to understand how various stakeholders in a particular country are likely to benefit or suffer under decentralization. For example, sub-national officials who gain from enhanced powers and resources would be expected to support decentralization. Central agencies that lose their often-considerable powers and resources will likely oppose it. Community organizations that might benefit from a close association with newly empowered local governments will tend to view decentralization favorably. In contrast, organizations that see resources being diverted from community-oriented programs to formal intergovernmental transfer systems will almost certainly resist it.

Decentralization's many stakeholders can be grouped into the three major arenas in which they typically operate and in which field officers and project implementers can design their interventions: the national arena, the sub-national arena, and civil society. In the national arena, decentralization requires national officials to surrender certain roles (direct service provision and, in some cases, the appointment of sub-national officials) and to learn how to fulfill the new roles that are expected of them in a decentralized system (standard setting and oversight). In the sub-national arena, decentralization means that sub-national officials have to learn how to make and implement decisions that are far more challenging than anything they were asked to do in the centralized past. In both the national and sub-national arenas, decentralization makes it urgent for civil society groups to reorient their behavior in order to identify and pursue productive ways of partnering with governmental actors and advocating for change. Indeed, although restructured national and sub-national entities are unambiguously needed to deliver the potential benefits of decentralization, an engaged and empowered citizenry is absolutely critical.

Experiences of Decentralization in Ethiopia

Decentralization entails a set of policies that encompasses fiscal, political, and administrative changes that can influence virtually all aspects of development (Anna K., 2002). The structure of intergovernmental relations affects everything from the efficiency and equity of service delivery the social safety net and poverty alleviation programs to the development of the financial sector and macro-economic stability.

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

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

Woreda Council: Powers and Duties under article 86, sub-articles 1 and 2. (1) The Woreda

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

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

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

The Woreda sectoral offices which are led by Woreda executives (cabinet) members, such as,

Woreda agricultural office, health, education, finance and economic development, capacity building, land use and environmental protection, micro and small scale business, trade and industry, women affairs, information, youth and sport, Woreda administrative office and co-operative office.

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

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

Decentralization and Community Participation

Definitions of community participation: academicians, development agencies and politicians have used the concept of participation differently. It is so an elastic concept that can be used or abused and as a result, many agencies attempt to define community participation in their own context (Clayton et al., 1998; Heck, 2003 and Burkey, 1993). Community participation is boosting grassroots development plays a key role in the sustainability of programs and quality of life improvements. It brings stakeholders together, to define priorities for projects and programs increases interest and sense of ownership, which in turn promotes sustainability at the local level. Decentralization facilitates greater participation of communities in project identification, planning and implementation, which in turn increases ownership and the opportunity of sustainability

(Heck 2003).

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

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

Long (2001) has defined public participation is the active engagement of partners and customers in sharing ideas, committing time and resource, making decisions and taking action to bring about a desired development objective. Participation in political dimensions uses for to choose different policy and programs for the citizens and can widen the political space for different actors to participate in economic and political decision-making (Meheret, 1994). In addition, Meheret explained that an open political participation process can provide open policy debates and free flow of alternative ideas by state and non-state actors is necessary for the development of democratic culture at the local level.

In the process of political participation, the parties will influence the policies by elected representatives and responsive to their need is a practical school for the people to learn about the nature and operation of governance (Bunti, 1994). Local government provides the opportunity for political participation such as governments enable citizens to participate in political process in

their own areas (John L. Mikesell, 2007). Thus, giving greater vitality to democracy rather than government decisions being made in some distant capital, real sovereign choices are making closer to the people (John L., 2007). Moreover, political decentralization are used to push decision making down to lower levels of governments and empower communities to exercise self-rule at the local level (Meheret in Smith, 1985; Manor, 1985). In addition, Tesfaye (2007) in Winker (1989) described that, decentralization at the local level is more commonly undertaken as a means of democratization and increasing citizen participation and a mean of stimulating large financial contributions by the community.

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

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

CHAPTER THREE

Research Design and Methodologies

3.1. Research Design

This study was intended to investigate the existing situation and practices of decentralization in Amhara regional state of Ethiopia. Descriptive and exploratory surveys (qualitative and quantitative methods) were employed.

3.2. Source of Data

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

3.3. Sampling Design and Procedures

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

Therefore, two sampling methods were employed for the study. Purposive sampling is used for the selection of regional sector offices and Regional departments, and zonal administration and simple random sampling for the selection of Woreda administration and for the selection of civil servants. Since the region contains 11 administrative zones which further divided into 150 Woredas; the sample woreda respondents will represent the zone and the zone will represent the region. The key informants of the study were the zonal officials and civil servants who were engaged in the regional socio-economic development activities. The primary data was obtained from zonal administration, woreda officials and civil servants both at the zonal and at the

Regional. The sample respondents were selected by judgment sampling methods.

3.4. Sample Size Determination

As mentioned earlier, the total sampled respondents of the study are the heads of the regional, zonal and Woreda households in the sampled area. The officials and administrators are also included in the study. They are responsible to mobilize human and material resources of the region. Thirdly, the civil servants are selected for the sample because they are engaged in the region's socio-economic development activities.

3.5. Data Collection Methods

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

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

Focus Group Discussions – The research instrument of focus group discussion enables the researcher to explore different views and attitudes of respondents regarding the impacts of decentralization and development at the local level. Hence, focus group discussions were held with regional, zonal and woreda officials, political leaders, civil servants and expertise in different sectors. 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 stem from using single method and thereby increasing the reliability of the finding.

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.

3.6. Description of the Study Area

Amhara National Regional State is one of the nine regions in Ethiopia; located in the Northwestern part of the country. Based on the 2007 Census conducted by the Central Statistical

Agency of Ethiopia (CSA), the Amhara Region has a population of 17,221,976 among which 8,641,580 were men and 8,580,396 women; urban inhabitants number 2,112,595 or 12.27% of the population. With a total land area of 161,828.40 squared kilometers; this region has an estimated density of 108.2 people per square kilometer. For the entire Region 3, 983,768 households were counted which results in an average for the Region of 4.3 persons to a household, with urban households having on average 3.3 and rural households 4.5 people (Amhara CSA, 2007).

Amhara region is bordered by the nation of Sudan to the west, and the Ethiopian regions of Tigray to the north, Afar to the east, Benishangul-Gumuz to the west and southwest, and Oromia to the south. The region's capital is Bahir Dar; it has Ethiopia's largest inland body of water, Lake Tana, which is the source of the Blue Nile river. The region also has the Semien Mountains National Park, which includes the highest point in Ethiopia, Ras Dashan.

Amhara region is divided into ten administrative zones namely, Awi, East Gojjam, North Gondar, North Shewa, North Wollo, Oromo, South Gondar, South Wollo, Wag Hemra, West Gojjam and one special zone, Bahir Dar; each is further divided into "Woreda" (administrative community). Amhara region is basically a rural region with 89 percent of its population in the rural areas while only 11 percent are urban dwellers. The region is quite homogeneous in terms of language (Amharic) and culture.

3.6.1. Awi Zone

Awi is one of 10 Zones in the Amhara Region of Ethiopia. Awi is named for the Awi sub-group of the Awi people, some of whom live in this Zone Awi is bordered on the west by Benishangul-Gumuz Region, on the north by Semien Gondar Zone and on the east by Mirab Gojjam. The administrative centre of Awi is Injibara; other towns include Chagni, and Dangila.

Topographically speaking, Awi is relatively flat and fertile, whose elevations vary from 1,800 to 3,100 m above sea level, with an average altitude of about 2,300 m. The Zone is crossed by about nine permanent rivers which drain into the Abay (or Blue Nile); other water features include two crater lakes, Zengena and Tirba, and Zimbiri marsh which is located 5 km south-west of Addis Kidan. Local forests include Dukima and Apini, which are located on either side of the town of Kidamaja, Zengena forest around Lake Zengena and Goobil forest which is on a dome-shaped hill

next to Kessa. The Awi have traditionally practiced a land-management system which is well adapted to the local ecology, which enable them to sustain the fertility of the soil and minimize erosion; this area is recognized as one of the most productive in the Amhara Region.

Based on the 2007 Census conducted by the Central Statistical Agency of Ethiopia (CSA), this Zone has a total population of 982,942, an increase of 37.07% over the 1994 census, of whom 491,865 are men and 491,077 women. With an area of 9,148.43 square km, Awi has a population density of 107.44; 123,014 or 12.51% are urban inhabitants. A total of 215,564 households were counted in this Zone, which results in an average of 4.56 persons to a household, and 209,555 housing units. The two largest ethnic groups reported in Awi were the Awi (59.82%) a subgroup of the Awi, and the Amhara (38.44%); all other ethnic groups made up 1.74% of the population. Amharic was spoken as a first language by 53.38%, and 45.04% spoke Awi; the remaining 1.58% spoke all other primary languages reported. 94.4% practiced Ethiopian Orthodox Christianity, and 4.5% of the population said they were Muslim (http://en.wikipedia.org/wiki/Amhara_region).

3.6.2. East Gojjam Zone

Misraq Gojjam (or "East Gojjam") is a Zone in the Amhara Region of Ethiopia. Misraq Gojjam is named after the former province of Gojjam. Misraq Gojjam is bordered on the south by the Oromia Region, on the west by Mirab Gojjam, on the north by Debub Gondar, and on the east by Debub Wollo; the bend of the Abay River defines the Zone's northern, eastern and southern boundaries. Its highest point is Mount Choqa (also known as Mount Birhan). Towns and cities in Misraq Gojjam include Bichena, Debre Marqos, Debre Werq, and Mota.

This Zone was selected by the Ministry of Agriculture and Rural Development in 2004 as one of several areas for voluntary resettlement for farmers from overpopulated areas; no specific woredas in this Zone were identified in this program. Misraq Gojjam became the new home for a total of 20,000 heads of households and 80,000 total family members (http://en.wikipedia.org/wiki/Amhara_region).

Based on the 2007 Census conducted by the Central Statistical Agency of Ethiopia (CSA), this Zone has a total population of 2,153,937, and increase of 26.68% over the 1994 census, of whom 1,066,716 are men and 1,087,221 women; with an area of 14,004.47 square kilometers, Misraq

Gojjam has a population density of 153.80. While 213,568 or 9.92% are urban inhabitants, a further 8 individuals are pastoralists. A total of 506,520 households were counted in this Zone, which results in an average of 4.25 persons to a household, and 492,486 housing units. The largest ethnic group reported in Misraq Gojjam was the Amhara (99.82%); all other ethnic groups made up 0.12% of the population. Amharic is spoken as a first language by 99.81%; the remaining 0.19% spoke all other primary languages reported. 97.42% of the population said they practiced Ethiopian Orthodox Christianity, and 2.49% were Muslim.

3.6.3. North Gondar Zone

Semien Gondar (or North Gondar) is a Zone in the Ethiopian Amhara Region. This Zone is named for the city of Gondar, the capital of Ethiopia until the mid-19th century, which has often been used as a name for the 20th century province of Begemder.

Semien Gondar is bordered on the south by Lake Tana, Mirab (West) Gojjam, Agew Awi and the Benishangul-Gumuz Region, on the west by Sudan, on the north by the Tigray Region, on the east by Wag Hemra and on the southeast by Debub Gondar. Towns and cities in Semien Gondar include Dabat, Debarq, Emfranz, Gondar, Gorgora and Metemma.

Based on the 2007 Census conducted by the Central Statistical Agency of Ethiopia (CSA), this Zone has a total population of 2,929,628, an increase of 40.26% over the 1994 census, of whom 1,486,040 are men and 1,443,588 women; with an area of 45,944.63 square kilometers, Semien Gondar has a population density of 63.76. While 462,700 or 15.79% are urban inhabitants, a further 2,148 or 0.07% are pastoralists. A total of 654,803 households were counted in this Zone, which results in an average of 4.47 persons to a household, and 631,509 housing units. The main ethnic group reported in Semien Gondar was the Amhara (97.84%); all other ethnic groups made up 2.16% of the population. Amharic was spoken as a first language by 98.32%; the remaining 1.62% spoke all other primary languages reported. 95.38% practiced Ethiopian Orthodox Christianity, and 4.29% of the population said they were Muslim.

3.6.4. North Shewa Zone (Amhara)

Semien Shewa (or "North Shewa") is one of 10 Zones in the Ethiopian Amhara Region. Semien Shewa takes its name from the kingdom or former province of Shewa. The Zone is bordered on the south and the west by the Oromia Region, on the north by Debub Wollo, on the northeast by the Oromia Zone, and on the east by the Afar Region. The highest point in the Zone is Mount Abuye Meda (4012 meters); other prominent peaks include Mount Megezez. Towns and cities in Semien Shewa include Ankober, Debre Berhan, and Shewa Robit.

The administrative subdivisions of this Zone have been renamed, divided, and their boundaries redrawn numerous times between the 1994 and 2007 national censuses far more often than any other Zone in the Amhara Region. As a result, its subdivisions can be very confusing; Svein Ege, in his comparison of how the Central Statistical Agency (CSA) and the Ethiopian Mapping Authority reported the administrative boundaries in this Zone and how they changed between 1994 and 2004, stopped halfway through this Zone, stating that he had run out of time to perform field checking.

Based on the 2007 Census conducted by the Central Statistical Agency of Ethiopia (CSA), this Zone has a total population of 1,837,490, an increase of 17.72% over the 1994 census, of whom 928,694 are men and 908,796 women; with an area of 15,936.13 square kilometers, Semien Shewa has a population density of 115.30. While 214,227 or 11.66% are urban inhabitants, a further 112 or 0.01% are pastoralists. A total of 429,423 households were counted in this Zone, which results in an average of 4.28 persons to a household, and 413,235 housing units. The three largest ethnic groups reported in Semien Shewa were the Amhara (95.73%), the Oromo (2.14%), and the Argobba (1.71%); all other ethnic groups made up 0.42% of the population.

3.6.5. North Wollo Zone

Semien Wollo (or North Wollo) is one of 10 zones of the Amhara Region of northern Ethiopia. It is bordered on the south by Debub Wollo (South Wollo), on the west by Debub Gondar (South Gondar), on the north by Wag Hemra, on the northeast by Tigray Region, and on the east by Afar Region; part of its southern border is defined by the Mille River. Its highest point is Mount Abuna

Yosef. Its towns include Lalibela (known for its rock-cut churches) and Weldiya (also spelt Woldia). Semien Wollo acquired its name from the former province of Wollo.

"The name of North Wallo is intimately linked to famine," notes Svein Ege. He lists such famines as the 1966 famine (also known as the "Wag-Lasta famine"), the 1973 famine, and notes the 1984 famine "was worst in Wallo, especially the eastern lowlands." All eight rural woredas of this Zone have been grouped amongst the 48 woredas identified as the most drought prone and food insecure in the Amhara Region (http://en.wikipedia.org/wiki/Amhara_region). Based on the 2007 Census conducted by the Central Statistical Agency of Ethiopia (CSA), this Zone has a total population of 1,500,303, an increase of 19.04% over the 1994 census, of whom 752,895 are men and 747,408 women; with an area of 12,172.50 square kilometers, Semien Wollo has a population density of 123.25. While 155,273 or 10.35% are urban inhabitants, a further 2 persons are pastoralists. A total of 355,974 households were counted in this Zone, which results in an average of 4.21 persons to a household, and 343,504 housing units. The largest ethnic group reported in Semien Wollo was the Amhara (99.38%); all other ethnic groups made up 0.62% of the population. Amharic is spoken as a first language by 99.28%; the remaining 0.72% spoke all other primary languages reported. 82.74% practiced Ethiopian Orthodox Christianity, and 17.08% of the population said they were Muslim (http://en.wikipedia.org/wiki/Amhara_region).

3.6.6. Oromia Zone

Oromia Zone is one of the zones in the Amhara Region of Ethiopia. Oromia is named for the Oromo people, who settled along the edge of the Ethiopian highlands that form this Zone. Oromia Zone is bordered on the southwest by Semien Shewa, on the northwest by Debub (South) Wollo and Argobba special woreda, and on the east by the Afar Region. Kemise is the administrative center of the Zone; other towns include Bati.

The Oromia Zone was created in the late summer of 1994, according to one account in response to pressure from the Oromo Liberation Front, which was actively agitating for autonomy for Afaan Oromo-speaking populations during late 1991 and early 1992. Four woredas were taken from Debub Wollo—Bati, Dewe, Esseyä Gulla and Artuma—and two woredas from Semien Shewa—Fursi and Senbete—and appointing Kemise to be the Zonal capital. The new zone was organized into five woredas by combining Artuma and Fursi into one, and renaming Esseyä Gola

to Chefa Gola. The numbers and areas of the constituent woredas have since changed (http://en.wikipedia.org/wiki/Amhara_region).

Based on the 2007 Census conducted by the Central Statistical Agency of Ethiopia (CSA), this Zone has a total population of 457,278, a decrease of -1.23% from the 1994 census, of whom 227,328 are men and 229,950 women; with an area of 3,470.04 square kilometers, Oromia has a population density of 131.78. While 51,728 or 11.31% are urban inhabitants, a further 2,005 or 0.44% are pastoralists. A total of 101,442 households were counted in this Zone, which results in an average of 4.51 persons to a household, and 97,957 housing units. The two largest ethnic groups reported in Oromia Zone were the Oromo (86.07%), and the Amhara (12.54%); all other ethnic groups made up 1.39% of the population. Afaan Oromo was spoken as a first language by 82.13%, and 16.99% spoke Amharic; the remaining 0.88% spoke all other primary languages reported. 97.07% were Muslim, and 2.4% of the population said they practiced Ethiopian Orthodox Christianity.

3.6.7. South Gondar Zone

Debub Gondar (or South Gondar) is a Zone in the Ethiopian Amhara Region. This zone is named for the city of Gondar, which was the capital of Ethiopia until the mid-19th century, and has often been used as a name for the local province.

Debub Gondar is bordered on the south by Misraq Gojjam, on the southwest by Mirab Gojjam and Bahir Dar, on the west by Lake Tana, on the north by Semien Gondar, on the northeast by Wag Hemra, on the east by Semien Wollo, and on the southeast by Debub Wollo; the Abbay River separates Debub Gondar from the two Gojjam Zones. The highest point in Debub Gondar is Mount Guna (4,231 meters). Towns and cities in this zone include Addis Zemen, Debre Tabor and Wereta. (http://en.wikipedia.org/wiki/Amhara_region).

Based on the 2007 Census conducted by the Central Statistical Agency of Ethiopia (CSA), this Zone has a total population of 2,051,738, and increase of 16% over the 1994 census, of whom 1,041,061 are men and 1,010,677 women. With an area of 14,095.19 square kilometers, Debub Gondar has a population density of 145.56; 195,619 or 9.53% are urban inhabitants. A total of 468,238 households were counted in this Zone, which results in an average of 4.38 persons to a

household, and 453,658 housing units. The main ethnic group reported in Semien Gondar was the Amhara (99.7%); all other ethnic groups made up 0.3% of the population. Amharic was spoken as a first language by 99.7%; the remaining 0.3% spoke all other primary languages reported. 96.14% practiced Ethiopian Orthodox Christianity, and 3.68% of the population said they were Muslim.

3.6.8. South Wollo Zone

Debut Wollo or South Wollo is one of 10 Zones in the Amhara Region of Ethiopia. It acquired its name from the former province of Wollo.

Debut Wollo is bordered on the south by Semien Shewa and the Oromia Region, on the west by Mirab Gojjam, on the northwest by Debut Gondar, on the north by Semien Wollo, on the northeast by Afar Region, and on the east by the Oromia Zone and Argobba special woreda. Its highest point is Mount Amba Ferit. Towns and cities in Debut Wollo include Amba Mariam, Hayq, Dessie, and Wuchale.

Based on the 2007 Census conducted by the Central Statistical Agency of Ethiopia (CSA), this Zone has a total population of 2,518,862, an increase of 18.60% over the 1994 census, of whom 1,248,698 are men and 1,270,164 women; with an area of 17,067.45 square kilometers, Debut Wollo has a population density of 147.58. While 301,638 or 11.98% are urban inhabitants, a further 3 individuals were reported to be pastoralists. A total of 598,447 households were counted in this Zone, which results in an average of 4.21 persons to a household, and 574,378 housing units. The largest ethnic group reported in Debut Wollo was the Amhara (99.33%); all other ethnic groups made up 0.67% of the population. Amharic is spoken as a first language by 98.65%; the remaining 1.35% spoke all other primary languages reported. 70.89% were Muslim, and 28.8% of the population said they practiced Ethiopian Orthodox Christianity.

3.6.9. Wag Hemra Zone

Wag Hemra is a Zone in the Amhara Region of Ethiopia. Its name is a combination of the former province of Wag, and the dominant local ethnic group, the Kamyir (or "Hemra") Agaw.[1] Wag Hemra is bordered on the south by Semien Wollo, on the southwest by Debut (South) Gondar, on

the west by Semen (North) Gondar, on the north and east by the Tigray Region. Towns in Wag Hemra include Soqota.

Based on the 2007 Census conducted by the Central Statistical Agency of Ethiopia (CSA), this Zone has a total population of 426,213, an increase of 54.64% over the 1994 census, of whom 213,845 are men and 212,368 women. With an area of 9,039.04 square kilometers, Wag Hemra has a population density of 47.15; 29,951 or 7.03% are urban inhabitants. A total of 102,098 households were counted in this Zone, which results in an average of 4.17 persons to a household, and 98,222 housing units. The three largest ethnic groups reported in Wag Hemra were the Kamyir Agaw (52.92%), the Amhara (45.45%), and the Tigrayan (1.39%); all other ethnic groups made up 0.24% of the population. Amharic was spoken as a first language by 56.27%, 41.82% spoke Kamyir, and 1.67% spoke Tigrinya; the remaining 0.24% spoke all other primary languages reported. 99.62% practiced Ethiopian Orthodox Christianity.

3.6.10. West Gojjam Zone

Mirab Gojjam (or "West Gojjam") is a Zone in the Amhara Region of Ethiopia. Mirab Gojjam is named after the former province of Gojjam.

Mirab Gojjam is bordered on the south by the Abay River which separates it from the Oromia Region and Benishangul-Gumuz Region, on the west by Agew Awi, on the northwest by Semien Gondar, on the north by Lake Tana, and the Abay River which separates it from the Debub Gondar, and on the east by Misraq Gojjam. Its highest point is Mount Amedamit. Towns in Mirab Gojjam include Bahir Dar, Adet, Finote Selam, Bure, Quarite, Dega Damot, Sekela, Merawi, Yismala and Dembecha. Finote selam is the capital of the zone.

Based on the 2007 Census conducted by the Central Statistical Agency of Ethiopia (CSA), this Zone has a total population of 2,106,596, of whom 1,058,272 are men and 1,048,324 women; with an area of 13,311.94 square kilometers, Mirab Gojjam has a population density of 158.25. While 184,703 or 8.77% are urban inhabitants, one person was reported to be a pastoralist. A total of 480,255 households were counted in this Zone, which results in an average of 4.39 persons to a household, and 466,491 housing units. The largest ethnic group reported in Semien Shewa was the Amhara (99.42%); all other ethnic groups made up 0.52% of the population. Amharic is

spoken as a first language by 99.43%; the remaining 0.57% spoke all other primary languages reported. 98.68% of the population said they practiced Ethiopian Orthodox Christianity, and 1.19% were Muslim.

3.6.11. Bahir Dar

Bahir Dar or Bahar Dar (means “sea shore”) is a city in north-western Ethiopia. It is the capital of the Amhara Region.

Administratively, Bahir Dar is a Special Zone, a designation in between a chartered city (astedader akabibi, a first-tier division, like a kilil) such as Addis Ababa and Dire Dawa, and cities like Debre Marqos and Dessie, which are organized as districts (woredas). Bahir Dar is one of the leading tourist destinations in Ethiopia, with a variety of attractions in the nearby Lake Tana and Blue Nile river. The city is known for its wide avenues lined with palm trees and a variety of colorful flowers. In 2002 it was awarded the UNESCO Cities for Peace Prize for addressing the challenges of rapid urbanization (http://en.wikipedia.org/wiki/Amhara_region).

Bahir Dar is situated on the southern shore of Lake Tana, the source of the Blue Nile (or Abay), in what was previously the Gojjam province. The city is located approximately 578 km north-northwest of Addis Ababa, having a latitude and longitude of 11°36'N 37°23'E Coordinates: 11°36'N 37°23'E and an elevation of about 1,800 metres (5,906 feet) above sea level. (http://en.wikipedia.org/wiki/Amhara_region).

The three largest ethnic groups reported in Bahir Dar Special Zone were the Amhara (96.23%), the Tigrayan (1.11%), and the Oromo (1.1%); all other ethnic groups made up 1.56% of the population. Amharic was spoken as a first language by 96.78%, and 1.01% spoke Oromiffa; the remaining 2.21% spoke all other primary languages reported. The 1994 national census reported a total population for Bahir Dar of 96,140 in 20,857 households, of whom 45,436 were men and 50,704 women. The three largest ethnic groups reported in the city were the Amhara (93.21%), the Tigrayan (3.98%), and the Oromo (0.7%); all other ethnic groups made up 2.11% of the population. Amharic was spoken as a first language by 95.52%, and 2.93% spoke Tigrinya; the remaining 1.55% spoke all other primary languages reported (http://en.wikipedia.org/wiki/Amhara_region).

3.7. Data Presentation and Analysis Methods

The necessary data were collected using interview and focused group discussion. Information obtained through these data gathering tools were combined with the quantitative data and were analyzed together for each research question. Depending on the nature of the research questions, quantitative and qualitative data were collected the data was edited, coded, classified and analyzed by way of percentage, figures and other statistical tools.

CHAPTER FOUR

DATA PRESENTATION, ANALYSIS, AND DISCUSSIONS

4.1. Characteristics of Sample Respondents

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

As shown in Table 1 below, out of the total sample respondents, 67.28 percent are males and the remaining 32.72 percent are females. This shows that males are more involved in socio-economic development activities than females in the Region. Regarding age distributions of sample respondents; 5.99 percent are in the age that ranges from 20-24years; 11.98 percent are in the age that ranges from 25-29 years; 19.82 percent are in the age that ranges from 30-34 years. 22.12 percent are in the age that ranges from 35-39 years; 17.97 percent are in the age that ranges from 40-44 years; 8.29 percent are in the age that ranges from 45-49 years; 7.37 percent are in the age that ranges from 50-54 and 6.45 percent of them are above 55 year of age.

With regard to the level of education as indicated in Table 1, out of the total sample respondents, 5.07 percent are high school completed; 18.43 percent are have diploma; 51.61 have first degree and 24.88 percent have second degree. Therefore, from this data, it is understood that the majority of respondent have first degree and second degree. Since all the respondents are literate they could understand and easy for communication during interview and focus group discussion.

Table 1: characteristics of respondents

Item	Characteristic	Types of Respondents	Number	Percent
1	Sex	Male	146	67.28
		Female	71	32.72
		Total	217	100
2	Age	20-24	13	5.99
		25-29	26	11.98
		30-34	43	19.82
		35-39	48	22.12
		40-44	39	17.97
		45-49	18	8.29
		50-54	16	7.37
		≥55	14	6.45
	Total	217	100	
3	Education	High school complete	11	5.07
		Diploma	40	18.43
		1 st Degree	112	51.61
		MA/MSc	54	24.88
		Total	217	100
4	Current position	Civil servant	129	59.45
		Council	88	40.55
		Total	217	100

Source: Survey data, 2016

4.2. Decentralization practices in Amhara Region

Kumera, (2007) described that decentralization has re-emerged as a condition of achieving sustainable socio-economic development and as a fundamental goal in democratic governance.

Consequently, Woreda decentralization has initiated as one of the reform measures in the country underlining poverty reduction programs. Decentralized decision-making could also contribute to more efficient pattern of public investment and thereby enhance efforts to promote socioeconomic growth (Abrar, 1994). In addition, the potential advantages of decentralized government structures, development agencies and democratic decision processes to enhance achievement of poverty reduction and sustainable development objectives are widely accepted (Deryke Belshaw, 2009). To have the same pace with this fact, the sample respondents replied about the contribution of decentralization in promoting local level development has presented below in Table 2; Out of the total sample respondents, 14.75% marked very high, 33.18% indicated high, 38.25% viewed moderate, 10.60% labeled low and 3.23% responded as very low about the regional government decision process under its jurisdiction (Table 2).

So, majority (86.17%) of the respondents have positive impression that the regional government can decide on political, social and economic issues under its jurisdiction while the remaining 13.83% of respondents have negative impression regarding the decisions on important issues that is undertaken at regional level, this is because of dependency on the federal government.

Table 2: Response of respondents' on decentralization practice

To what extent does the Regional government decide on issues under its jurisdiction?		
Rank Scale	No. of respondents	Percent
Very high	32	14.75
High	72	33.18
Moderate	83	38.25
Low	23	10.60
Very low	7	3.23
Total	217	100

Source: Survey data, 2016

In the interview conducted, the Woreda administrator has explained that the Woreda cabinets have been deciding on Woreda issues based on the entitlements to the regional Constitution provided to the Woreda's powers and duties. However, due to the capacity gaps, the Zone cabinets (officials) are providing administrative and technical assistance to the Woreda on by using checklists of the Wereda activities and evaluating the performance of Woreda in the field

and on the desk periodically. Like the zonal administrators gate help from the regional government and the regional government from the federal government on issues that they cannot be solve or perform by themselves.

Decentralized development involves the establishment of machinery for planning, socioeconomic growth and mobilizing allocating resources to expand incomes at each tier of government and development has incomplete without developing all the sections of society including women and the other excluded sections (Serveaes, 1999). Corresponding to this fact, the sample respondents' responses are tabulated in Table 3 below.

Table 3: Response of respondents' on contribution of decentralization in local development

What is the contribution of decentralization in local development in practice?		
Rank Scale	No. of respondents	Percent
Very high	31	14.29
High	132	60.83
Moderate	54	24.88
Low		
Very low		
Total	217	100

Source: Survey data, 2016

As shown in Table 3 above, 100 percent of the sample respondents have positive impression in the contribution of decentralization for promoting local development in practice at the local level. All of the respondents have confirmed that there is local development, because of the local community participation in socio-economic development activities and as the literature stated with active involvement of all segments of local community mostly on decision-making, accountability and efficient resource management is able to bring development at the local level.

Belshaw Deryke (2001) described that decentralization provides greater accuracy in the designing of development polices and strategies through increased alternatives to local knowledge and site-specific information and attaining greater motivation towards commitment to the development process by all kinds of local people through feelings of ownership. Moreover, decentralization improves government's responsiveness to the public and increase the quantity and quality of

services to be provided, and more effective and efficient management of economic development could achieve through decentralization by allowing greater discretion to local managers in decision-making (Kibre, 1994). This implies that decentralization contributes for local development by developing sense of ownership at the grassroots level.

As indicated in Table 4 below, 92.16% of the respondents have positive responses regarding the progress of education services in the Woreda after decentralization while the remaining 7.84% of them have given negative responses about the progress of education services after decentralization in the Region.

Table 4: Response of respondents' on contribution of decentralization in education services

What is the contribution of decentralization in local development in practice?		
Rank Scale	No. of respondents	Percent
Very high	26	11.98
High	120	55.30
Moderate	54	24.88
Low	12	5.53
Very low	5	2.30
Total	217	100

Source: Survey data, 2016

Consequently, majority of the respondents, (92.16%) have responded that decentralization has brought a change on education services in the Woreda. This has confirmed also on the secondary data that the enrollment of students, the number of teachers, and the number of classrooms had increased rapidly.

The Amhara regional education office head has also supported the responses in Table 4. The office head explained that the number of students has been increasing every year, because of that the awareness of the community has increased to send their school age children to the school. For this reason, the communities are also contributing by constructing primary schools on its own initiatives, after that they are asked the government to hire teachers and fulfilled other materials.

The regional and zonal's education office head and administrators appreciated the change and expansion of education in the Region. They have also added that the prevailing changes came

after the implementation of decentralization, they emphasized that before decentralization, and there were a few primary schools in the region because the communities' participation in constructing schools and other institutions was very low. On the other hand, there is now an emerging sense of ownership within the community in socio-economic development activities.

Their participation on such area has increased from year to year when compared to the previous ones. Hence, the shift from centralized to decentralized form of governance effects poverty reduction by increasing community participation at local level in socio-economic development activities.

On the other hand, few number of respondents (7.86%) has complaint on its progress due to the far distance of sub-Kebeles (Gott) from the school center within the Kebele or because of geographical locations; the accessibility of education services is low and very low. In addition, in the conducted focus group discussions, some of discussants raised voices strongly about the problems related to the quality of education. They argued that the decline in the quality of education is due to the lack of teaching materials and the policy of free promotion of students in the first cycle primary education (1-4 grades).

Out of the total sample respondents, 85.72% have confirmed positively that decentralization has brought prominent change on health services in the regional level, while the remaining 14.28% responded negatively about the progress on health services in the region (Table 5).

Table 5: Response of respondents' on contribution of decentralization in health services

What is the contribution of decentralization on the progress of health service?		
Rank Scale	No. of respondents	Percent
Very high	24	11.06
High	79	36.41
Moderate	83	38.25
Low	22	10.14
Very low	9	4.15
Total	217	100

Source: Survey data, 2016

Moreover, the number of health posts, health centers, nurses and health extension workers has also been increased from year to year.

In the focus group discussions, majority of the discussants also confirmed the findings in Table 5. That there are health posts and health extension workers even in every Kebele and they are providing better services at the local level. Due to this, the awareness of the community members has been increased from time to time on matter of personal hygiene and family planning as compared to the previous years. However, 10.14% and 4.15% of the sample respondents' in terms of the health services have responded low and very low respectively. In addition, within a Kebele, there are scattered sub-Kebeles (Gott) and this adulated geographical location, leads to less access to the health services provided in an efficient and effective primary health care and vaccination at every spot.

As indicated in Table 6 below 61.75% of the respondents marked (high and very high together) that decentralization has brought progress in the agricultural sector extension services. Concerning utilization of improved seeds and fertilizer, 27.19% labeled moderate progresses, while the remaining 11.06% viewed as low and very low progresses of improved, agricultural inputs utilization in the rural area. A majority (88.94%) of the respondents have positive impression on the progresses of improved agricultural inputs utilization in the region. While the remaining 11.06% of respondents have negative impression in the progresses of improved agricultural inputs utilizations.

Table 6: Response of respondents' on contribution of decentralization on agricultural extension services

What is the contribution of decentralization on progress of agricultural extension services, in utilization of improved seed and fertilizers?		
Rank Scale	No. of respondents	Percent
Very high	36	16.59
High	98	45.16
Moderate	59	27.19
Low	15	6.91
Very low	9	4.15
Total	217	100

Source: Survey data, 2016

As shown in table 7; from the total sample respondents 67.28% of them marked Yes, that the socio-economic development plans of the region emanates from the government's policies and strategies, while the remaining 32.72% of the respondents said No, that is not emanated from the government's policies and strategies. Consequently, majority of the respondents have weighted positive impressions about the region's socio-economic development plans, which has emanated from the government's policies and strategies that are set forth to reduce poverty in the country. While a few number of respondents, have weighted negative impression, which showed that the region's socio-economic development plans were not prepared on the basis of the policies and strategies, issued by the government.

Table 7: Response of respondents' on contribution of decentralization policies and strategies implementation

Does decentralization has contribution on implementation of policies and strategies?		
Rank Scale	No. of respondents	Percent
Yes	146	67.28
No	71	32.72
Total	217	100

Source: Survey data, 2016

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

4.3 Human and Financial Resources in the Region

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

The ability to collect the taxes at the regional level has increased from year to year. The allocations of block grant and taxes, being collected in the region has increased from year to year after the decentralization. Despite this fact, the regional government is more dependent on the federal government financial resources, because more than 50% of the regional annual budget comes from federal Government that is budgeted in the form of block grant.

As indicated in Table 8 below, out of the total sample respondents, 48.85% of them marked Yes while the remaining 51.15% of them viewed No, about the sufficient allocation of human and financial resources in public sectors to attain the intended development objectives of the region.

Table 8: Response of respondents' on human and financial resources

The public sector has sufficient human and financial resources in order to attain the intended regional objectives?		
Rank Scale	No. of respondents	Percent
Yes	106	48.85
No	111	51.15
Total	217	100

Source: Survey data, 2016

Majority of the respondents (51.15%) disagreed upon the sufficient allocation of financial and human resources in the region to attain development objectives. While the remaining, 48.85% of the respondents agreed upon that there is sufficient allocation of financial and human resources in the region to attain the intended development objectives of the region.

Therefore, this shows that majority of respondents have negative impressions, because of the inadequate allocation of financial and human resources in the region. In the interview, the regional officials supported the response of respondents in Table 8, which indicated that the allocation of financial resources in the region has increased, simultaneously the demands of the people as well as the annual socio-economic development plans has increased dramatically.

4.4 Political Parties Participation in Amhara Region

According to focus group discussion of regional and zonal administration, there are opposition parties in the region at zonal, woreda and Kebele level. However, according to them they are not strong to put pressure on the ruling party and also most of the times, they do not have interests to compete for zonal, Woreda and Kebele elections except for Regional and Federal Councils. There are also voices that officials of the ruling party at Kebele level tend to discourage members of the opposition party from participating and addressing their policies and strategies to the community.

Therefore, due to such hindrances and other constraints, the opposition parties are unable to participate in political, social and economical matters in the region.

4.5 Participation of the people in Amhara Region

The transferring of powers and responsibilities from central government to autonomous and local tiers has been made democratic constituencies. Moreover, accountability of officials, representatives and local government to citizens requires effective system of accounting and auditing that create reliability in information about how resources have been used (Goetz et al., 2001). Consequently, the elected representatives of the citizens are more responsible and can be accountable to the ordinary people in their localities. This indicates that the people felt discomfort on the elected officials; they have a right to replace them by others. In line with this, the respondents' response regarding the appointment of regional, zonal and woreda officials are as indicated in table 9. Regarding the appointment of officials, out of the total sample respondents, 71.89% have confirmed that the people appoint officials, 25.81% have revealed that political parties appoint the regional, zonal, woreda and Kebele officials and while the remaining 2.3% marked that, others they do not have clear information (Table 9). Thus, majority of the respondents (71.89%) said that the people or the community appoints the officials.

Table 9: Response of respondents' on Officials appointment

Who appoint the officials?		
Rank Scale	No. of respondents	Percent
The people	156	71.89
Higher tier of the government	56	25.81
Not know	5	2.30
Total	217	100

Source: Survey data, 2016

4.6 Powers and Duties of the Amhara Regional State Government

Powers and duties of the Kebele Council under article 52 sub-articles 1 of the Constitution of Ethiopia State governments have the following powers and functions:

- a. To establish a State administration that best advances self-government, a democratic order based on the rule of law; to protect and defend the Federal Constitution;
- b. To enact and execute the state constitution and other laws;
- c. To formulate and execute economic, social and development policies, strategies and plans of the State;
- d. To administer land and other natural resources in accordance with Federal laws;
- e. To levy and collect taxes and duties on revenue sources reserved to the States and to draw up and administer the State budget;
- f. To enact and enforce laws on the State civil service and their condition of work; in the implementation of this responsibility it shall ensure that educational; training and experience requirements for any job, title or position approximate national standards;
- g. To establish and administer a state police force, and to maintain public order and peace within the State;

Table 10 below, reveals that the total sample respondents, 82.03% have showed positive impression about the regional Councils' decision under their jurisdictional powers. While the remaining 17.97% of the respondents gave negative impression regarding the regional councils' decision-making under their jurisdictional powers in the people's interest.

Table 10: Response of respondents' on jurisdictional power of the region

Do you believe that the regional councils have powers to make decisions in all matters of the region on behalf of the people's interests under its jurisdiction?		
Rank Scale	No. of respondents	Percent
Very High	19	8.76
High	69	31.80
Moderate	90	41.47
Low	29	13.36
Very Low	10	4.61
Total	217	100

Source: Survey data, 2016

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

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

Therefore, devolved powers at every tier of government are used to decide under its jurisdiction in providing efficient and effective public services to their locality. Consequently, majority of the

respondents have confirmed that the regional administrations have made decisions under its jurisdictional powers and duties based on the Constitutional provisions of the country.

4.7 Summary

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

- 4.1.1. Decentralization enhances the promotion of education, health, and agricultural extension services in the region. As the secondary data indicated the progresses of these sectors, constructions of schools, health posts and health centers, agricultural extension training centers and utilization of improved agricultural inputs have dramatically changed. However, the distribution of public services are not evenly provided in all community due to various problems, such as a capacity of human and financial resources mobilization of Kebele leaders and adulated geographical locations to address at all corners of Kebele administrations.
- 4.1.2. The enrollment of school age children, number of teachers and classrooms are increasing from year to year. Moreover, the students to classroom and students to teacher ratio are decreasing gradually. The same holds true in health and agricultural sectors coverage of services are expanded for the last 25 years. In spite of this fact, the quality of education especially inadequate teaching materials and free promotions for first cycle primary education (1-4 grades), and health posts and health centers are not equipped with sufficient medical equipments and human resources. Therefore, the provisions of health and education services by regional health and education sectors to the community are not adequate.

- 4.1.3. The closer a representative government to the people the better it works, people also should have the right to vote for the kind and amount of public services they want (Stinger, 1957:25). In line with this fact, the interactions among Regional, Zonal and local administrations are increased their relationships to perform the activities as compared to the previous years. On the other hand, the lower tiers of administrations in some extent have been developing dependency from higher tiers of administration regarding the mobilization of human and financial resources.
- 4.1.4. The participations of different political parties at the Wereda and Kebele levels are practically insignificant. Still the ruling party representatives' perception regarding the opposition parties participation on policy debates at the local level that their suggestion is considered as negative impressions on the ruling party policies and strategies.
- 4.1.5. Due to fiscal dependency of regional government by the federal Government, zonal administration on regional government, the Woreda administration on zonal and kebele on woreda dependency; the local governance cannot meet the demands of the community at the local level, in order to bring local socio-economic development activities.
- 4.1.6. Decentralization also contributes for integration vertically within the higher tier of governments and horizontally to the line sectoral offices. Thus, the integration of Wereda sectoral offices to the Zonal line departments and Regional Government by performance reports in monthly, quarterly and annually while horizontally with the line Wereda sectoral offices by common issues. Consequently, it needs further technical and administrative supports in strengthen their integration.
- 4.1.7. There are different political parties in region; where as their participation at each tier of government is insignificant. In addition, the political space to debate on generating alternative policy issues to meet the demands of the community is also insignificant, so it seeks further improvement to alleviate the problems.

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

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

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

In the health sector the construction of health posts and health centers at rural Kebele administrations and the hiring of nurses and health extension workers at grassroots level have increased from year to year. From interview with respondents and focus group discussions, majority of the respondents had appreciated the expansion of health services at the local level.

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

In the education sector the enrollment of school age children has increased from year to year and the students to classroom ratio and students to teacher ratio has decreased from year to year. Therefore, it is concluded that the progress of educational services has expanded in Amhara region. This expansion of schools in the region has created the awareness of the community's to participate in construction of primary and alternative basic primary schools. On the other hand,

teachers and parents of students have complaints about the free promotion of students in the first cycle primary education (1-4 grades) and they added that this free promotion reduces the quality of education. Therefore, this brings negative influence in the enrollment of school age children in the rural area.

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

The powers and duties of the regional government as enshrined under article 52, sub-articles 1 of the EFDRE Constitution the regional government has its own power and function. In practical observation at the Kebele and Wereda level, the arms of executives are stronger than the Councils. Political participation at every tier of government is very low, due to the awareness of officials at the Kebele and the Wereda administrations. This idea is supported by Meheret (1998) who noted that inadequate administrative personnel capacity, poor revenue base to carryout socio-economic functions for financial allocation as well as limited space for political competition and participation of civil society at the Wereda level. This makes a hindrance in participation of political parties at the local level and the people could not get an access for policy alternative issues because there is no debate in the Councils at each tier of administration.

There is high financial dependence of Wereda on zonal and Regional Government on federal government. Such budget expenditure develops dependence by the federal Government rather than efficiently collecting taxes and other sources of revenue in the Wereda level. The weak position of the Wereda in revenue generation would negatively affect the socio-economic development activities of the region.

5.2 Recommendations

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

- The Constitution of the Regional Government has elaborated the powers and duties of Wereda and Kebele administration. On the other hand, practically the Wereda is dependent to the Regional Government, financially as most of the budget source is generated from Regional Government, and in this case, the budget and socioeconomic development plans are mismatched. The Wereda should collect its local revenue in efficient and effective manner based on the Constitutional powers and responsibilities of the Amhara National Regional State.
- The Wereda budget distributions are in principle, according to the pro-poor sectoral offices, to reduce poverty in the region. However, in practice, the allotment of budget at the Wereda level has not considered pro- poor sectoral offices to reduce poverty in the Wereda; rather the budget is distributed based on previous year's budget utilizations of the sectoral offices. Hence, the Wereda's finance and economic development office should provide relevant information to the Wereda administrator to redress problems in terms of finance and budget allocation in the future.
- Amhara regional education sector office should improve the quality of education, by providing textbooks and corresponding training for first cycle primary education (1-4) teachers. Free promotion and self contend class, (first cycle 1-4grades) is the policy of the Amhara National Regional State, and the Regional Government should consider the issues that the students are required to pass through term evaluations in addition to continuous for promotion from class to higher level class.

- The regional Agricultural offices should improve agricultural input supplies both in quantity and in quality and should also facilitate credit services from different financial institutions.
- As the literature described, the closer a representative government to the people, the better it works, people should have the right to vote for the kind and amount of public services. The Councils are functioning at each tier of administration. On the other hand, though the Wereda and Kebele Councils are established but they have not fully exercised their powers and duties entitled to them as provided in the Regional Constitution because the executive bodies or administrative Councils are stronger than Wereda and Kebele Councils, then check and balance of powers are not fully practicing at the local level. Thus, the local Councils should exercise their Constitutional powers and responsibilities to strengthen the performance of the Councils at every tier of government in the region.
- The participation of different political parties in the region at Wereda and Kebele levels are insignificant until now. This is because of the negative perception of members of the ruling party to their opponents and lack of adequate political knowledge. Therefore, the Wereda and Kebele administrations should give due attention to strengthen different political parties and give space to debate in their localities for generating alternative policy issues to the public.
- The capacity of Wereda and Kebele officials in general and administrators in particular, should be developed by providing training, because they need to mobilize human and financial resources in their localities to reduce poverty at the grassroots level. Therefore, short and long-term trainings should have given to capacitate their skills.
- The Amhara National Regional State has provided training for Wereda officials and experts to formulate the Wereda and Kebele annual socio-economic development plans based on the policies and strategies to reduce poverty at the local level. However, the core policy pillars of the region are not well understood, rather they are presented and implemented as routine activities. Hence, Zonal administration and Regional Government of Amhara should provide further education and training on Regional policies and strategies at the Wereda and Kebele levels.

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Appendix I
Indira Gandhi National Open University

Interview questions for Sectoral office heads and Regional, Zonal and Wereda political leaders

Dear Respondent: -The researcher intends to explore the status of democratic decentralization in Amhara Regional State of Ethiopia. Thus, this research will be done for academic purpose. I assure you that all verbal and written responses are confidential. I thank you in advance for your co-operation and response.

Abebaw Bekele

1. Personal Data

1.1.Sex: _____

1.2.Educational background: _____

1.3.Position: _____

1.4.Year of work experience at Current position: _____

2. Questions related to decentralization

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

3. Development related questions:

- 3.1. How do you explain the regional development before and after decentralization? With examples.
- 3.2.How are going on in the Region? Regarding to: Rural roads, pure water points, health care centers, primary and secondary schools expansion and agricultural extension beneficiary in improved seeds, fertilizer etc.

3.3.How is the region physical plan process formulated?

3.4.How is the skill and experience of employees to perform regional development activities?

3.5.How do you explain regional socio-economic development plan and allocated budget to implement the activities? Is there a gap between physical and financial plan? To what extent?

3.6.What will you recommend in overcoming the problems you have mentioned?

3.7.Does the regional government have capacities to mobilize financial resources?

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

3.8. Does the regional government have capacities to mobilize human resources?

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

3.9. Do the zonal administration have sufficient knowledge on the regional government's policies and strategies?

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

4. Do you believe that the plans were prepared by the regional and Zonal level have included the interests of the community?

A) Yes B) No

4.1. To what extent does the regional administration decide on issues under their jurisdiction?

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

Appendix II
Indira Gandhi National Open University
Interview Guide for administrators

Dear respondent: -The researcher intends to explore the status and impact of decentralization in development in Amhara Regional State of Ethiopia. Since this research is done for academic purpose. I assure you that all verbal and written responses are confidential. I thank you in advance for your co-operation and response

Abebaw Bekele

1. Personal Data:

1.1.Sex: _____

1.2.Educational background: _____

1.3.Position: _____

1.4.Year of work experience at Current position: _____

2. Questions related to decentralization and development

2.1. How the regional government is organized?

3. How do you explain the extent of decentralization in practice?

3.1.To what extent is the Federal Government support the regional government, the regional government support zonal administration and Zonal administration support Wereda administration?

3.2. Who participate in regional decision making?

3.3.Is there adequate allocation of financial resources and technical backup for regional administration?

3.4.How regional government budget deficit is financed?

3.5.How do you evaluate the performance of regional administration before and after decentralization in public service delivery?

3.6.How the regional administration is participated the communities in socio-economic activities?

3.7.Does have federal government interfere in regional affairs? To what extent?

3.8.How are policies and strategies interpreted and implemented in the regional administration?

3.9.What will you recommend in overcoming the problems you have mentioned?

Appendix III

Indira Gandhi National Open University

Focus group discussion questions, for Experts, Elders, and Administrators:

Dear Respondents: The researcher intends to explore the status and impact of decentralization in development in Amhara Regional State of Ethiopia. Since this research is done for academic purpose. I assure you that all verbal and written responses are confidential. I thank you in advance for your co-operation and response.

Abebaw Bekele

1. Personal Data:

1.1.Sex: _____

1.2.Educational background: _____

1.3.Position: _____

1.4.Year of work experience at Current position: _____

2. The impact of decentralization:

2.1. Can decentralization increase democratic participation of the communities at each administrative tier level?

2.2.How do you evaluate the implementation of decentralization in general and the study area in particular?

2.3.How do you evaluate the linkage between decentralization and development in Amhara region?

2.4.How is the participation of stakeholders in socio-economic development activities in the region?

2.5.What are the major constraints regarding human, financial and institutional capacities to implement socio-economic development plan in the region?

2.6.What measures have been taken so far to solve the problems?

INDIRA GANDHI NATIONAL OPEN UNIVERSITY

PROJECT PROPOSAL

ON

AN ASSESSMENT ON

SIGNIFICANCE OF DEMOCRATIC DECENTRALISATION

THE CASE OF

AMHARA REGIONAL STATE OF ETHIOPIA

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PROJECT PROPOSAL

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AN ASSESSMENT ON

SIGNIFICANCE OF DEMOCRATIC DECENTRALISATION IN THE CASE OF AMHARA REGIONAL STATE OF ETHIOPIA

Project Proposal Certificate of Approval

In hereby certify that the proposal for the desertions entitled "An Assessment on Significance of Democratic Decentralisation in the Case of Amhara Regional State of Ethiopia by Abebaw Bekele Endire" has been prepared after due consultation with me. The proposal has my approval and has to my knowledge the potential of developing in the comprehensive dissertation project. I also agree to supervise the above mentioned dissertations till its completion.

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INTRODUCTION

Background of the Study

Since the early 1990s, Ethiopia has been in the process of transforming its basic institutions responsible for economic development and poverty reduction. Integral to state transformation has the Government's multi-phased strategy for deepening democratic decentralization. The first phase of democratic decentralization involved the creation of a federal state structure based on ethnic regional states responsible for a broad range of the country's political, economic, and social objectives. Through a policy of "balanced regional progress" inter alia through the use of formula-driven block transfers and the redeployment of the majority of civil service staff, the Government sought to ensure the viability of regional states, and their executives (World Bank, 2000). Notwithstanding the success of regionalization, public sector governance within Ethiopia's regions continued to rely on inherited systems of administrative and fiscal hierarchy that afforded local communities little by way of decision-making or accountability (World Bank, 2001). Enduring challenges of improving frontline service delivery in priority sectors loomed large.

In the second phase of democratic decentralization, the Government launched a well designed decentralization to shift decision-making closer to the people at the "grass roots level" and to improve the responsiveness of service delivery (FDRE, 2002). A series of far-reaching legal, fiscal and administrative measures were rapidly introduced in 2001 in the four most populous regions (Amhara, Oromia, SNNP, and Tigray) to empower the local government sphere—comprising woredas and municipalities to deliver the bulk of basic services in a responsive manner, as well as promote democratization and local economic development. The primary fiscal instrument that regions used to ensure rapid decentralization of delivery responsibilities to woredas was a formula-driven, equity-oriented "block" grant. Implemented for the first time in the 2001-2002 fiscal year, this "unearmarked" transfer was expected to empower local authorities and their kebeles to make critical allocative decisions and in the process, enhance the responsiveness of service delivery as well as downward accountability. Regional and zonal staffs were rapidly redeployed into administrative pools, accountable to local executives.

An important complementary element of the current phase of democratic decentralization is the reform of municipalities or urban centers. Until recently, municipalities were governed by outdated imperial era legislation that was neither conducive to the evolution of financially viable local entities, nor consistent with the constitutional framework for woredas. In parallel to woreda decentralization, the Government launched efforts to modernize the legal, fiscal, and administrative systems of municipalities that govern

urban centers and their rural hinterlands. The ongoing restructuring efforts seek to empower municipalities to undertake service delivery and economic development activities necessary for sustainable and complementary development of urban centers (World Bank, 2001)

STATEMENT OF THE RESEARCH PROBLEM

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

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

In addition, Tegegne (2000) has described some of the problems observed in all regions of Ethiopia that includes weak administrative capacity, shortage of technical human power, weak institutionalization characteristics of regional governments, and poor logistical resources. The prevalence of these drawbacks was also highlighted in other studies. Which indicate that the shortage (absence) of trained personnel, weak revenue base, heavy financial dependence on upper echelons of government, low level of awareness of local communities on the roles and functions of responsible local government, among others are constraining factors with regards the entrenchment of democratic local government units (Meheret, 2002).

On the other hand, the following are among the more serious problems have faced in the process of implementing the Woreda decentralization programs, lack of an integrated system of procedure in service delivery and scarcity of efficient organizational structure. In addition,

absence of vibrant system for popular participation, and non-existence of a well coordinated and locally adapted working system for planning and execution of budgetary decisions. These are also related to the existence of overlapping mandates, low level of popular participation, inadequacy of the existing organizational structure that fails in clearly define the roles of institutional actors, and failure in adapting procedures and working systems in realities peculiar to different localities (Ministry of Capacity Building, 2004).

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

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

The research lacks deeper analysis and concentrates on the experience of a number of Woredas /districts. For this research purpose, it is assumed that all zones as well as woredas have more or less the same status in implementing policies and strategies. However, it should be noted that some of the Zones and also woredas are better than others in their development level, capacity in implementing policies and strategies. Nevertheless, in this study they are assumed to have the same ability in implementing policies.

OBJECTIVES

Major Objectives

The purpose of this research project is to assess the decentralization experiences of Ethiopia, particularly Amhara region focusing on the political, economic and managerial dimensions of local governance. The research will point out, in very specific terms, positive lessons learnt from these experiences and how these could contribute towards the development of norms of good urban governance.

Specific Objectives

The specific aims of the study are:

7. To study regional government frameworks
8. To analyze the systems of regional government
9. To analyze existing systems of developing and maintaining urban infrastructure and services,
10. To identify lessons of experience and successful examples on local democracy and decentralization,

RESEARCH QUESTIONS

For primary data collection unstructured personal interview method will be used. This method is selected due to the following merits:

- Any resistance from the respondent will be tackled by the interviewer's skill
- More information in great depth can be obtained
- It is possible to collect supplementary information
- Misinterpretation of the answer for the question is easily avoided

The major topics to be covered during the discussion are:

1. History of local government systems evolved up to the present focusing on the political and legal aspects.
2. Discussing on the adequacy of local governance against basic criteria such as:
 - central-local relationships,
 - democratic elections and representation,
 - the rule of law,
 - transparency and accountability,
 - participation and inclusiveness,
 - gender balance, and
 - Mechanisms for accommodating civil society organizations and partnerships between local authorities, civil society organizations and the private sector.
3. Discuss on the local government finance systems:
 - The local government's planning, budgeting and the financial management of resources,

- Local and external revenue sources such as:
 - ✓ Taxation of property,
 - ✓ taxation of income,
 - ✓ taxation of goods and services,
 - ✓ charging for services rendered,
 - ✓ income-generating enterprises, borrowing and central government allocations against: Adequacy, Administrative feasibility and Political acceptability
- 4. Discuss on the existing systems of developing and maintaining urban infrastructure and services such as,
 - Water Supply & Sanitation,
 - Roads and Public Transport,
 - Electricity,
 - Education,
 - Health and
 - Public Markets,
- 5. Asking their suggestion on how to use the decentralization's experience towards the development of norms of good urban governance in Ethiopia.

SCOPE OF THE STUDY

There were two generations of decentralization of power in Ethiopia. The first was decentralization of powers and functions of the state to autonomous regional governments while the second generation involves shifting decision-making closer to the people at the woreda level in a more comprehensive and concerted program known as District level decentralization program. This research deals with the second generation decentralization.

THE STUDY

The overall region-wide project, of which this study is a part, focuses on the second phase of decentralization the Government launched to shift decision making closer to the people at the “grass roots level” and to improve the responsiveness of service delivery. This study will mainly focus on some woredas and district in the the Amhara regional state of Ethiopia. Zonal and woreda's staffs and residents will be interviewed randomly. The result obtained from the zones, woredas and kebeles will be assumed

more or less to be the same as for the remaining all zones, woredas and kebeles in implementing the policies and strategies. Therefore, the study limited to the Amhara regional state of Ethiopia.

SAMPLING TECHNIQUE

The sampling technique to be used to acquire the primary data was judgment sampling of non-probability sampling techniques. The reasons behind selecting this technique are:

- It enables the researcher to freely select any respondent that he/she thinks best fits to the questions.
- It is convenient to use
- It is less time consuming

DATA ANALYSIS

After collecting the data the more pervasive activities of data analysis will be carried out. The data analysis will begin by editing and classifying the data in to a more manful and relevant information. Data editing meant the process of examining the data to identify errors and omissions and to carry them in the once gathered data will be arranged and grouped into similar categories that general analysis of data to facilitate.

Both qualitative and quantitative analysis will be employed. For the qualitative data descriptive analysis will be made. As appropriate, quantitative analysis will be used to calculate the percentage and average. In respect to the data collected the following tools will be used:

- Tabulation
- Ration

Responses of interviews will be examined. Then based on the formulated analysis, a corresponding interpretation will be made. The interpretation will be fair and unbiased and it focused on result relevant to the variables in consideration. The design and methodology chosen attempt to make the study attractive.

RESEARCH LITERATURE REVIEW

Definition

The democratic aspect of decentralization is considered a priority and specifically, the ability of local communities and civil society to take advantage of new decision-making authority afford to them and hold local executives accountable (World Bank, 2001).

Distinctions have been made between administrative decentralization, fiscal decentralization and democratic decentralization. Evidence suggests that successful decentralization improves the efficiency and responsiveness of the public sector while accommodating potentially explosive political forces. Democratic decentralization refers to the reform process whereby powers (especially fiscal powers), and functions are transferred to sub-national political entities, which in turn have real autonomy in specific instances. The process of decentralization is democratic if it unfolds in the context of some form of election, whether it is direct or not.

The World Bank in its report, states that "...the debate is not simply about the division between the state and the private sector, but also about the division among central authorities, local governments and local communities. The goal is to reduce the number of tasks performed by central government and to decentralize the provision of public services". (1989:54)

This study adopts the broad definition of decentralization as "the transfer of responsibility for planning, management, and the raising and allocation of resources from the central government and its agencies to field units of the government agencies, subordinate units or levels of government, semi-autonomous public authorities or corporations, regional area-wide or functional authorities" (Silverman, J.M. 1992 :188)

Purpose of decentralization

The overall region-wide project, of which this study is a part, focuses on one of these broad norms, i.e. decentralization. It also deals to varying extents with equity, efficiency, transparency and accountability, and civic engagement, within the framework of decentralized local governance. One of the main purposes of these reforms has been to accommodate new and emerging realities, including:

- i. the transformation towards more democratic governance that has characterized many African countries during the last decade or so;
 - ii. the adoption of the concept of sustainability as a key organizing framework for national development efforts at both national and local levels;
 - iii. recognition, globally, of the vital role of civil society organizations in the development process;
- and

- iv. Adoption by the international community of the enabling approach to development implementation and the concomitant adjustment of the role of government.

Challenges of Decentralization

The institutional, technical, and logistical challenges associated with this rapid transformation process are myriad. In addition to ensuring the short run stability of intergovernmental design, Ethiopia's Sustainable Development and Poverty Reduction Program (SDPRP) sets forth a forward-looking agenda for supporting democratic decentralization within regions. This institutional transformation agenda includes clarifying and harmonizing the legal:

1. World Bank. Regionalization Study. 2000.
2. World Bank. Woreda Studies. 2001.
3. Federal Democratic Republic of Ethiopia (FDRE). Sustainable Development and Poverty Reduction Program (SDPRP). August 2002. Ethiopia's SDPRP is the country's poverty reduction strategy.
4. World Bank. Municipal Decentralization in Ethiopia: A Rapid Assessment. AFTU1. July 2001

CHAPTER PLAN (ORGANIZATION OF THE STUDY)

*This research document was structured to have six main chapters. The first chapter of the research deals with the introduction which contains Background of the Study, **Essential Characteristics of Decentralization**, Multi-dimensions, goals and arenas of Decentralization. The second chapter deals with review of related literature of the research. The third chapter contains materials and methods, Statement of the Problem, objectives, Significance of the Study, Description of the Study Area, Scope of the Study, Research Design and Methodologies, Limitations of the Study and Organization of the Research. The fourth chapter deals with data presentation, analysis, discussions and summary of findings. Conclusions and recommendations of the study are presented in the fifth. Finally, a list of references listed under chapter six*

TIME TABLE

Table 4: Calendar of the study period

No	Activity	Time table				
		Feb	Mar	Apr	May	June
1	Proposal writing	x				
2	Purchase of materials & equipment	x				
3	Data collection		x	x	x	x
4	Data entry & analysis					x
5	Proposal write up					x
6	Proposal submission					x

TOOLS FOR DATA COLLECTION

A. Logistic

Table -1- Showing material costs

No	Item	Unit	Qt.	Unit price	Total
1	pen	Pack	1	150	150
2	Note pad	Pcs	5	14	70
3	Flash disk (size 8 GB)	Pcs	1	450	450
4	Binder for data collection	Pcs	1	30	30
5	Duplicating paper	Ream	3	140	420
6	Type writing & printing	Pages	50	4	200
7	Binding	Pcs	4	15	60
Sub-total					1380

Table 2: Personnel Cost

Personnel	Quality	Unit expense (birr)	Total cost (birr)
Interviewer	1× 60 days	30× 170 birr/day	5100

Transport & Accommodation	Lump sum	12,000
Sub-total		17,100.00

Table 3: Summary of Total Expense

No	Descriptions	Total cost(Birr)
1	Stationary material	1,380.00
2	Personnel cost	17,100.00
	Sub-total	18,480.00
	Contingency (10%)	1,848.00
	Grand total	20,328.00

REFERENCES

FDRE, 2002; Public Service Delivery Capacity Building Program (PSCAP). Concept Paper, August 2002. **Annex 1** provides a more detailed description of each of the subprograms within PSCAP.

Federal Democratic Republic of Ethiopia (FDRE), 2002; Sustainable Development and Poverty Reduction Program (SDPRP). August 2002. Ethiopia's SDPRP is the country's poverty reduction strategy.

Silverman, J.M. 1992. Public Sector Decentralization: Economic Policy and Sector Investment Programmes. (Technical Paper, 188). Washington: World Bank.)

World bank 1989; "Sub-Saharan Africa - From Crisis to Sustainable Growth'

World Bank 2000; Regionalization Study

World Bank 2001; Municipal Decentralization in Ethiopia: A Rapid Assessment. AFTU1.

World Bank 2001; Woreda Studies