

**INDIRA GANDHI NATIONAL OPEN UNIVERSITY
SCHOOL OF SOCIAL SCIENCE
MASTER OF ARTS IN PUBLIC ADMINISTRATION**

**ACHIEVEMENTS AND CHALLENGES OF
DECENTRALIZATION IN REALIZING PUBLIC
SERVICE REFORM IN BURAYU TOWN
ADMINISTRATION**

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First and foremost, I would like to give my faithful thanks to Lord God that He did a lot in my life and keeps on the way that he prefers to me.

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Thank you!

CERTIFICATE

Certified that the Dissertation entitled Achievements and Challenges of Decentralization in Realizing Public Service Reform submitted by Dejene Dida Tirfe is his/her 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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Declaration

I hereby declare that the dissertation entitled **Achievement and Challenges of Decentralization in Realizing Public Service Reform in Burayu town Administration** submitted by me for the partial fulfilment of the MPA to Indira Gandhi National Open University (IGNOU) New Delhi is my own original work and has not been submitted earlier, either to IGNOU or to any other institution for the fulfilment of the requirement for any other program to study. I also declare that no chapter of this manuscript in whole or in part is lifted and incorporated in this report from any earlier work done by me or others.

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Achievements and Challenges of Decentralization in Realizing Public Service Reform in Burayu town Administration

This Dissertation is submitted to the School of social Science of Graduate Studies of Indira Gandhi National Open University in Collaboration with St. Mary's University at Addis Ababa in partial fulfilment of the requirements of MA in Public Administration.

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Lists of Acronyms

SSA: Sub- Saharan African

ECA: Economic Commission for Africa

NPA: New Public Management

OECD: Organization for Economic Development

PSM: Public Sector Management

TQM: Total Quality Management

CDG: Customer Driven Government

POCS: Performance Oriented Civil Service

NPR: National Performance Review

TF: Task Force

CSRP: Civil Service Reform Program

NCPR: National Capacity Building Program

PSCAP: Public Service Capacity Building Program

NUDP: National Urban Development Program

UNDP-United Nation Development Program

MDG: Millennium Development Goal

Abstract

The general objective of the study is to identify the achievements of decentralization in realising public service delivery reform, in Burayu town administration. The study also focused on challenges faced in the process of decentralization and its service delivery. Burayu town administration is the population for this study. The town is organized with 23 different offices/ agencies/ and 6/six kebele administrations. Among 23 offices and 6 kebeles administration 5 offices and 2 kebele administrations which constitute around 30 percent of the town administration were selected as a sample from which data were drawn. As information collected from the office officials indicated that some of the offices were continuously visited by number of customers while in some offices the customers come seasonally. For this study, five offices in which there has been continuous visit of customers and sectors of government dimension were selected purposely to get sample of attitude survey. The total numbers of average weekly customer in five selected offices were 1247. From these, 127 sample respondents were selected randomly at the security spots of the service delivery agencies as they check in and then given the questionnaire which they were asked to submit when leaving the security gate for opinion survey and filled the questionnaire with strict guidance of the enumerator. Besides, all the leaders, managers, process owners were requested to fill questionnaires and to respond interview. To make better presentation and improve reliability of the sample, different weight were given for each selected agencies/offices/. Quantitative and qualitative survey method were used to assess the achievements and challenges of decentralization in realizing public service reform through open survey of leaders, managers, process owners, employees and residents of the town administration in each of the government dimension sectors. Primary data was collected from sample respondents using structural questionnaire and interview guides. Accordingly, there was one set of questionnaire which was filled by leaders, managers, process owners, employees and customers of respective sectors. Interview was also held with leaders of selected sectors/agencies/ to supplement data obtained through questionnaire. In addition, secondary data were collected from government documents, books, and articles on decentralization and public sector reforms were reviewed to gather secondary data. The collected data were summarized, edited, coded and data entry was done. It was analyzed using SPSS ver. 16.0 and computed by descriptive statistical technique. Frequency, percentage and mean were used to assess the achievements and challenges of decentralization in realizing public service reform in Burayu town administration and various characteristics of the sample population, such as gender, age, educational status, and income level were also analysed.

CHAPTER ONE

THE PROBLEM AND ITS APPROACH

1.1. Introduction

This chapter deals with the problem and its approach. It includes, background of the study, statement of the problem, significance of the study, delimitation and limitation of the study, the research methodology and procedure of the study, definition of key terms and organization of the study

1.2. Background of the Study

Decentralization is highly linked with local government system and has been practised in the country in varying degrees since colonial times (URT, 2006). Historically, the concept of decentralization has never been a new concept in countries across the globe. The term attracted attention in the 1950s and 1960s when British and French colonial administrations prepared colonies for independence by devolving responsibilities for certain programs to local authorities (Ndunguru, 2008; Nelson, 2000). In East Africa, decentralization has equally become a buzzword following what is perceived for the failure of the top down approaches to development and demand for new approaches on decentralization which came to the forefront of the development agenda alongside for the renewed global emphasis on governance and human-centred approaches to human development in the 1980s.

While decentralization of service delivery may be attributed to different reasons in different countries, improving service delivery has been a common factor (Ahmed et al. 2005; Shah and Thompson 2004). However, decentralization has not always been effective in improving service delivery by local governments, mainly because of lack of commensurate revenue assignments, inadequate access to financial markets, and lack of necessary administrative capacity on the part of local authorities. For decentralization to lead to greater accountability and hence to increased prospects that services would reach targeted groups, it is important to strengthen the institutional capability at the local level (Fosu and Ryan 2004). Institutions are needed in order to ensure greater public participation and accountability on the part of policy-makers, service providers, and users.

In many countries, government is yet to fully define the institutional arrangement necessary to guarantee fiscal decentralization or models for revenue sharing between central and local governments (Bahl 2001). Often the central government keeps very tight political and economic control over regional and local governments that also lack administrative capacity to formulate and implement adequate responses to local community needs and constraints (Guimaraes 1997).

The Ethiopian government has been implementing various public administration reforms over the last nearly two decades. The reform has generally evolved over three phases (1992-1996, 1996-2000 and 2001 onwards). In the first reform phase (1991-1996) the focus was essentially on structural adjustment with economic liberalization and structural reforms in the public sector. However, public sector did not improve much (Getachew and Rechard, 2006). The government hence tried to systematically articulate the problem of civil service by establishing a task force (TF) which was supposed to produce a reform program suited to the need of the country. The TF made assessment of the existing system and made reform recommendation based on which the civil service reform program (CSRP) was prepared. Thus, the CSRP was designed in 1996 as the second reform phase consisting of five sub-programs; top management system, human resource management, service delivery, expenditure management and control, and ethics sub-programs (Mesfin, 2008).

Moreover, in 2001, extensive government reorganization was undertaken along with the launch of National Capacity Building Program (NCBP), with the objective of strengthening working system, improving organizational effectiveness, and rapidly developing human resource in the public sector giving a new impetus to the CSRP. Following this, the government commenced the third phase of its reform agenda in May, 2003 in the form of five-years public service capacity building program (PSCAP) (Getachew and Rechard, 2006).

PSCAP was expected to contribute to three key outcomes across federal, regional and local levels. These are the more effective delivery of urban, rural and social service; greater empowerment at grass-root level and more favourable investment climate resulting from improved public sector government.

Besides the aforementioned comprehensive reforms the government of Ethiopia (GoE) formulated the National Urban Development policy (NUDP) in 2005 to overcome the challenges in urban service delivery. The UNDP has two principal packages: the urban

development package and the urban Good governance package. The former answers what the government is going to do in terms of delivery of urban based public service and the latter answers how the government will deliver the public service in the subsequent 4 years (2006-2010). The policy has the objective of enabling Ethiopian cities provide efficient and effective public services to resident; complement and facilitate rural development; become models of participatory democracy and accelerate economic opportunities that create jobs (Meheret,2008).

1.3. The Study Area

Burayu town is located in the western fringe of Addis Ababa, along the Addis Ababa Ambo road at about 15 kilo meters from the centre of Addis Ababa (Piazza). Burayu has got its name from the tree called 'Buraou' in afan Oromo and 'tikur enchet' in amharic language. Astronomically, the town extends roughly from 9⁰ 02' to 9⁰02'30'' N Latitudes and 38⁰03' to 38⁰ 41'30'' E longitudes. It is bounded by Addis Ababa city in the east Addis Ababa and Finfinne fire wood development ptoject in the north, Gefersa water reservoir (Dam) in the west and Gefersa siga meda in the south and north west.

Administratively, Burayu town was under special zone of Oromia surrounding Addis Ababa city administration. From 1998 onwards the town has been granted 1st level town status. The existing built up area and the area under city administration was calculated to be nearly 5253.735 and 6361 ha. Respectively

According to Burayu town administration Finance and Economic Development office, before the establishment of the municipality the town passed through different administrative entities. During the Imperial era it used to be administered by a non Oromo appointee of Emperor, with in Menagesha Awraja of Shewa province, without being given any status of town administration (at that time there was no the concept of decentralization). During Derg regime Burayu was divided in to two administration, Burayu peasant association and Burayu Dwellers association. Since 1981, Burayu peasant association was changed to Burayu special administration.

In 1996 the municipality of Burayu town was established over the area between Katta and Gefersa. Nevertheless, its jurisdiction was restricted only on houses, which had been given house umber. These were only the houses constructed on the front line along both sides of the road. The rest were considered to be part of the Burayu peasant association. During this time

the population was not more than 900 households. In 2005, the administration became unified and reformed to be administered by municipality.

The population counted by the population and housing census conducted in 1999 E.C has been considered here to see the trend of the population size of the town. The 1999 population census put the population size of the town at 63,889 based up on the 1999 census, projected population of the town in year 2004 E.C is 78,333. Whereas population counted in 2003 E.C by Burayu town municipality the population size of the town is around 114,426 and the population size is expected 140,0000.

1.4. Statement of the Problem

Decentralization itself is neither good nor bad. It is a means to an end, often imposed by political reality. The issue is whether it is successful or not. Successful decentralization improves the efficiency and responsiveness of the public sector while accommodating potentially explosive political forces. Unsuccessful decentralization threatens economic and political stability and disrupts the delivery of public services. According to World Bank (2000) report, democratization, decentralization, development, these three sequential forces have swept the world over the last decade and have redrawn the maps of politics, power, and prosperity. Undoubtedly, they have been fostered and accelerated by globalization (financial and commercial) and by the information technology revolution. Understanding those forces of change (despite their speed and complexity) is of the utmost importance for, in the end, their value will be measured by one simple yardsticktheir impact on people's quality of life, especially among the poor.

Modern Mexico has been fully engaged in, and is thus a rich case study of, the democratization, decentralization, and development trio. In recent years, enhanced political competition has redistributed decision-making across the three levels of government (federal, state, and municipal) and has made it more accountable to the average citizen (World Bank, 2000).

It is important to note that the concept and theories of decentralization have also been evolving with challenges they face through the world. The modern case for decentralized government is well represented by Wolman (in Bennet, 1990). Wolman groups his arguments concerning decentralization under two main headings: Efficiency values and Governance values. Efficiency values comprise the public choice justification for decentralization, where

efficiency is understood as the maximization of social welfare. Governance values comprises second Wolman's second grouping, in which he includes: (i) responsiveness and accountability, (ii) diversity, and (iii) political participation. The first values, responsiveness and accountability, are the most important of these and comprises the political parallel to the argument about efficiency detailed above.

The quality of public services, accordingly, is often a dominant of citizen perceptions of government. In young democracies, the effectiveness of public services has even deeper implication, shaping citizens' affinity with their government and popular commitment democracy in general. Unfortunately, governments in the world's 80 percent or so democratizing countries- mostly found in the developing world-are not, on the whole, winning high marks for effectiveness among their constituents. But unless the public believes progress is being made and seen discernible improvements in government responsiveness and accountability, public support for the reform may falter (Ketelaar, 2007).

To overcome this challenge, the World Bank's governance and anticorruption strategy, launched in March 2007, explicitly calls for strengthening demand- side approaches in public service delivery. While the supply side public service delivery focuses on formal public institutions responsible for public service, the demand side focuses on citizens' initiatives to hold government accountable and demand better service. As a result, strong demand approaches are increasingly recognized a critical part of improving public service delivery and achieving long term economic development (World Bank, 2009).

In general as mentioned in the proceeding section, the civil service system has been undergoing profound changes as a result of a series of reform initiated in the last two decades. However adequate researches have not been carried out to evaluate the areas of achievements and challenges of decentralization in realizing reforms especially at the grass root level. Abebe (2002) also complements this fact stating that Ethiopian civil service system has been the least researched area although it has been ploughed with multifaceted problem and challenges. Hence, there is a need for research to take stock of the success and failure of the reform implemented so far. This will be help full to build on achievements and seek solution for constraints. The aim of this research work is thus to asses the problems of town service delivery, issues of responsiveness, accountability, level of decision making and to examine its implications for achievements and challenges in devolution of power in

realising public service reform in Burayu town administration and thus respond to the stated research gap.

1.5. Research Questions

1. What is the extent of administrative decentralization in Burayu town administration?
2. How is the level of customer satisfaction in the service provided to them in Burayu town administration?
3. What is the degree of fiscal decentralization in Burayu town administration?
4. What are the major challenges and achievements faced in decentralized system of public service delivery in Burayu town administration?
5. What are the possible solutions to overcome the observed challenges in the eye of leaders, managers, process owners, employees and customers?

1.6. Objectives of the Study

1.6.1 General Objective

The general objective of the study is to identify the achievements of decentralization in realising public service delivery reform, in Burayu town administration. The study also focused on challenges faced in the process of decentralization and its service delivery.

1.6.2 Specific Objectives of the study

- To evaluate administration decentralization process and public service delivery,
- To see the extent of effective service delivery system in Burayu town administration;
- To see the degree of fiscal decentralization in Burayu town administration;
- To examine the challenges faced in the process of decentralization in Burayu town administration;
- To suggest possible recommendation on achievements and challenges of decentralization in realizing public service reform.

1.7. Scope and Limitation of the Study

Decentralization is very wide concept. This study mainly focuses on administrative, political and fiscal decentralization and its service delivery in Burayu town administration. The study may be encountered with some limitations. Firstly, shortage of finance which may constrain the researcher to gather all, encompassing information from every corner of the society and stakeholders to arrive at comprehensive conclusion. Secondly, the bureaucratic ups and downs on side of managers to provide necessary information. Finally, residents, employees willingness to participate in the study will also be some of the limitations encounter in this research work.

CHAPTER TWO

Literature Review

2.1. Definition of Decentralization

Before entering to the analysis of the effectiveness and challenges of decentralization in realizing public service reform, it is important to review the various meanings which the word has been given by both authors and the governments that implement it. Perhaps the best general definition of decentralization is the one given by Rondinelli, et.al., (1981) who defined decentralization as the transfer of responsibility for planning, management, and resource utilization and allocation from central government to (a) field units of central government ministries or agencies; (b) subordinate units or levels of government; (c) semi-autonomous public authorities or corporations; (d) area-wide regional or functional authorities. Others including Mowhood (1983) and Smith (1985), defines decentralization from slightly different perspectives. Mowhood (1983) and Smith (1985) cited in Schulz and Yaghmour, (2004) defines decentralization as any act by which central government formally cedes power to actors and institutions at lower level in political administrative and territorial hierarchy. The objective as argued by Rebot (2002) includes dismantling or downsizing central government by increasing local participation in democracy and strengthening local government.

Earlier forms of decentralization as described by Mamdani (1996) emphasise national cohesion effective rules efficient managements of rural subjects. In contrast, the most recent decentralization presented by Larson and Ribot (2004) introduce the new emancipator language of democracy, pluralism and rights. In to its new direction, a distinction made between democratic decentralization and deconcentration. Democratic decentralization also called political decentralization or devolution involves the transfer of power to elect local authorities (Ribot, 2001). According to Ribot (2001) democratic decentralization integrates local population in to decision making through better representation by creating and empowering representative local governments which are having autonomous domain of powers to make and implement meaningful decisions (Rebot, 2001).

When powers are transferred to lower level actors who are accountable to their superiors in a hierarchy, the reform can be termed as deconcentration (Agrwal and

Ribot, 2000). The same authors notes that you may have lower level appointed and /or elected members yet fail to achieve a democratic decentralization if elected or appointed leaders are still upwardly accountable. Thus, deconcentration is a weaker form of decentralization since the mechanism by which deconcentrated decision makers are responsive and accountable to local populations are weaker (Ribot, 2002). Thus, if efficiency and equity benefit arise from democratic process that encourage local authorities to serve the needs and desire of their constituents (Smoke 2000, Cook and Sverrisson, 2001), then democratic decentralization should be the most effective form of decentralization. (www.Zef.de).

2.1. Decentralization and service delivery in African cities

Sub-Saharan Africa is currently the fastest urbanizing region of the world; by 2030, a majority of Africans will be living in urban areas. As a result, providing adequate services in urban areas such as sanitation, potable water, sustainable housing and electricity is an increasingly important priority for African governments. Yet, due to the embracing of decentralization policies in Africa, a trend that has been enthusiastically supported by the international donor community, responsibility for providing these services has often been transferred to sub-national authorities. Where a situation of vertically divided government prevails meaning that an opposition party is in control at the sub-national level fulfilling these responsibilities can become more complex. Today, vertically divided authority is a growing trend within the region, and a number of important African cities, ranging from Cape Town to Lagos to Nairobi, currently are in the hands of the opposition.

2.2.1. The Impact of Vertically Divided Authority

UNU-WIDER's Decentralization and Urban Service Delivery in African Cities project examines the impact of politics on decentralization and urban service delivery by focusing on four countries: Kenya, Senegal, South Africa and Uganda. In all four countries, recent fieldwork was conducted with local government officials, decentralization ministries, civil society organizations and the donor community.

These four countries were chosen for a number of reasons. First, they all share a context of vertically divided authority in key cities (e.g., Nairobi, Dakar, Cape Town and

Kampala). Second, major decentralization reforms were implemented in each country during the mid-1990s, and all four are considered to be among Africa's most decentralized countries.

Third, there are key differences among them that can be leveraged to uncover when and why vertically divided authority is most problematic for service delivery. For instance, South Africa is a quasi-federal country with its decentralization laws clearly enshrined in its constitution. Moreover, inter-governmental transfers play a much larger role in Uganda and Kenya, while urban areas rely much more on their own tax revenues in Senegal and South Africa. Finally, while Senegal and Uganda have highly personalistic party regimes, South Africa possesses the most institutionalized party system, with Kenya occupying an interim position. www.unu.edu.

2.3. Decentralization in Ethiopia

The last decade has witnessed a proliferation of decentralization reforms throughout the world. Of 75 developing and transitional countries (many of which are in Sub-Saharan Africa (SSA) with populations of 5 million or more, all but 12 have engaged in some form of transfer of power to sub-national or local level (Ebel, 2000). Decentralization is being attempted throughout Africa, often as a panacea to solve broader political, social or economic problems (SARA, 1997). Central governments are decentralizing fiscal, political, administrative and economic responsibilities to lower-levels of government, local institutions, and the private sector in pursuit of greater accountability and more efficient service delivery. However recent developments also show a strong trend towards re-centralization. Ethiopia introduced decentralization as the strategic tool for empowering citizens and devolving power to lower levels, following the Constitution. This, in turn, was expected to establish a conducive environment for enhancing the delivery of basic services. The decentralization process was implemented in two phases.

- The first phase created a four-tier governance structure, consisting of the Federal, the regions (nine ethnic-based states plus the cities of Addis Ababa and Dire Dawa), the zones (not in every region), the Woredas and the Kabeles. At this phase, the regional governments were given responsibility for delivering all education and health services.

- The Government initiated the second phase of decentralization with a series of legal, fiscal, and administrative reforms beginning with four of the largest regions (Amhara, Oromiya, SNNPR, and Tigray), which together account for 87 percent of Ethiopia's population. Under this phase, some control has also been devolved to the Woreda level, and eventually urban administrations with Woreda status and responsibilities were created in urban areas. Within the four regions, Woredas now manage about 45 percent of regional public expenditures. This phase of decentralization seeks to empower communities to engage in development interventions, improve local democratic governance, and enhance the scope and quality of the delivery of basic services at the local level.

2.3.1. Phasing in Decentralization in Ethiopia

Improvements in health and education outcomes in the past 15 years occurred at a time of massive decentralization in Ethiopia. Ethiopia introduced decentralization as the strategic tool for empowering citizens and devolving power to lower levels, following the Constitution. This, in turn, was expected to establish a conducive environment for enhancing the delivery of basic services. The decentralization process was implemented in two phases. The first phase created a four-tier governance structure, consisting of the centre, the regions (nine ethnic-based states plus the cities of Addis Ababa and Dire Dawa), the zones, and the woredas. During this phase, the regional governments were given responsibility for delivering all education (except tertiary and secondary teacher training) and health services. To facilitate these functions, thousands of civil servants were redeployed from the centre to the regions. The zones and the woredas are lower-level tiers of the regional governments, with woredas below the level of zones. During the second half of the 1990s, the Government, together with development partners, conducted a number of studies to identify the factors that hindered public sector efficiency, grassroots empowerment, and accountability. An important lesson learned from these studies was that woredas had very limited fiscal or administrative autonomy with which to respond to the needs of their constituencies.

In response to this finding, in 2002/03 the Government initiated the second phase of decentralization with a series of legal, fiscal, and administrative reforms beginning with four of the largest regions (Amhara, Oromiya, SNNPR, and Tigray), which together account for 87 percent of Ethiopia's population. Under this phase, some

control was also devolved to the woreda level, and eventually urban administrations with woreda status and responsibilities were created in urban areas. (Important note: Throughout this document, the term “woreda” includes urban administrations by definition, unless otherwise stated.) Within the four regions, woredas now manage about 45 percent of regional public expenditures. This phase of decentralization seeks to empower communities to engage in development interventions, improve local democratic governance, and enhance the scope and quality of the delivery of basic services at the local level.

The new governance framework establishes the foundations for consolidating accountability mechanisms for better services. It delegates responsibility for service delivery to local governments. Clarification of these responsibilities continues to be worked out across tiers of government. The new framework also devolves substantial control over real resources (personnel, assets, and finances, through block grants) to sub-national governments (regions and woredas). It provides a platform for citizen participation in politics and the enforcement of agreements. The opening of service delivery to private and non-governmental actors and the empowering of civil society, though just beginning, are promising steps (www.WorldBank, 2008).

2.4. The Impact of Decentralization on Service Delivery, Corruption, and Emerging Market Economies

Decentralized public management continues to invite controversy and debate. Proponents of decentralization consider it a panacea for reforming public sector in developing countries (Shah, 1994, 1998) whereas opponents consider it as a road to wrecks and ruins (Tanzi, 1995). These disagreements primarily arise from perspectives on the potential impact of such policies in the institutional environment of developing countries. Regrettably, the literature provides little guidance to inform this debate. This note is intended to fill a critical gap in this literature by providing a synthesis of the empirical literature on the impact of decentralization. The paper reviews the empirical literature on the impact of decentralizations and provides a summary of the conclusions on its impacts on service delivery, corruption, fiscal management and growth

2.4.1. Service delivery

A number of recent studies have explored the impact of decentralization in various countries. In the following paragraphs, we have grouped these studies by their results – positive, negative and inconclusive.

2.4.1.1. Positive impacts

Alderman (1998) found that decentralization had a positive impact on targeting of social assistance in Albania. Bardhan and Mookherjee (2003) similarly find that decentralized management advanced poverty alleviation goals in West Bengal, India. The same results were confirmed by Galasso and Ravallion (2001) for Bangladesh. Habibi et al (2001) studied the impact of devolution on social sector outcomes in Argentina for the period 1970-94 and concluded that fiscal decentralization had a positive impact on delivery of education and health services as well as reducing intra-regional disparities. Eskeland and Filmer (2002) using a cross section data from Argentine schools also found that decentralization of education led to improvement in school achievement scores. Faguet (2001) also found that decentralization in Bolivia helped improve consistency of public services with local preferences and quality and access of social services. Foster and Rosenzweig (2001) concluded that in India democratic decentralization led to improved allocation for pro-poor local services. Santos (1998) discovered the same effect in Porto Alegre, Brazil with participatory budgeting. Isham and Kahkonen (1999) observed improvements in water services in Central Java, Indonesia with local community management. King and Ozler (1998) observed that decentralized management of schools led to improvement in achievement scores in Nicaragua. Estache and Sinha (1995) using data on a cross-section of industrial and developing countries found that decentralization leads to increased spending on public infrastructure. Huther and Shah (1996) and Enikolopov and Zhuravskaya (2003) using cross-section and time series data for a large number of countries find that decentralization contributed to improved delivery of public goods provision.

2.4.1.2. Negative impacts

Ravallion (1998) found that in Argentina, poorer provinces were less successful in favor of their poor areas and decentralization generated substantial inequality in public spending in poor areas. Azfar and Livingston (2002) did not find any positive impacts of decentralization on efficiency and equity of local public service provision in Uganda. West and Wong (1995) found that in rural China, decentralization resulted in lower level of public services in poorer regions.

2.4.1.3. Inconclusive impacts

Several studies observed mixed or inconclusive impacts of decentralization. Azfar et al. (2000) for Philippines and Uganda, concluded that while local governments do appear to be aware of local preferences, their response is often inadequate as they are hamstrung by procedural, financing and governance constraints. Khaleghian (2003) using data for 140 countries found that while decentralization improved the coverage of immunization in low income countries, opposite results were obtained for middle income countries. Winkler and Rounds (1996) reviewed Chile's experience with education decentralization and concluded that it resulted in improvement in efficiency of provision but also experienced decline in score on cognitive tests.

2.4.2. Corruption

2.4.2.1. Positive impacts

A number of studies provide support for the positive influence of decentralization in controlling corruption. Crook and Manor (2000) examined the process of political decentralization in India (Karnatka state), Bangladesh, Côte d'Ivoire and Ghana and found that decentralization led to enhanced transparency and reduced incidence of corruption. They conclude that decentralization reduces grand theft but increases petty corruption in the short run but in the long run, both may go down. Fiszbein (1997) based upon a review of political decentralization in Colombia concluded that competition for political office opened the door for responsible and innovative leadership that in turn became the driving force behind capacity building, improved service delivery and reduced corruption at the local level. Kuncoro (2000) found that in Indonesia, administrative decentralization led to lower corruption as firms relocated to areas with lower bribes. Wade (1997) found that over-centralized top-down management accompanied by weak communications and monitoring system contributed to corruption and poor delivery performance for canal irrigation in India. Huther and Shah (1998) using international cross-section and time series data found that fiscal decentralization was associated with enhanced quality of governance as measured by citizen participation, political and bureaucratic accountability, social justice, improved economic management and reduced corruption. Arian (2000) reconfirms the same result. De Mello and Barenstein (2001) based upon cross-country data concluded that tax decentralization was positively associated with improved quality of governance.

2.4.2.2. Negative impact

Fisman and Gatti (1999) found a negative relation between fiscal decentralization and corruption. Gurgur and Shah (2002) identify major drivers of corruption in order to isolate the effect of decentralization. In a sample of industrial and non-industrial countries, lack of

service orientation in the public sector, weak democratic institutions, economic isolation (closed economy), colonial past, internal bureaucratic controls and centralized decision making are identified as the major causes of corruption. For a non-industrial countries sample, drivers for corruption are lack of service orientation in the public sector, weak democratic institutions and closed economy. Decentralization led to a greater reduction in the incidence of corruption in unitary countries than in federal countries. They concluded that decentralization was confirmed here to support greater accountability in the public sector and reduced corruption. Negative impacts Triesman (2000) from analysis of cross-country data concluded that decentralized countries have higher perceived corruption and poorer service delivery performance in public health services. Macro management and fiscal discipline there is scant empirical evidence on the relationship between decentralization and macroeconomic management. Shah (1998) found that decentralized fiscal system had a better record in controlling inflation and deficits and debts. These results were later confirmed by King and Ma (2001). Hitherrand Shah (1998) using a sample of 85 countries found positive association between fiscal decentralization and macroeconomic management. De Mello (2000), on the contrary, using a smaller sample of 30 countries, found that coordination failures in intergovernmental relations were likely to result in a deficit bias in decentralized policy making.

2.4.3. Economic growth

2.4.3.1. Positive Impacts

Several studies found a positive impact of decentralization on growth. Akai and Sakata (2002) using state level data for the USA concluded that fiscal decentralization contributed positively to the US growth. These results are further confirmed by Akai, Skata and Ma (2003). Lin and Liu (2000) found that fiscal decentralization had a positive impact on China's growth. Thiessen (2000) found a positive and direct relationship between decentralization and growth for panels of high income, Western European and middle-income countries. Zhang and Zou (1997) found the same for regional growth in India.

2.4.3.2. Negative or inconclusive impacts

Several other studies find that the impact of decentralization on growth is either negative or inconclusive. Davoodi and Zou (1998) and Xie, Zou and Davoodi (1999) using various data sets for the developing countries, developed countries, and time series data of the US discovered that decentralization was associated with slower growth. Zhang and Zou (1998) found that fiscal decentralization in China contributed to lower provincial growth. According to Davoodi and Zou (1998) and Zhang and Zou (1998), the negative association between

fiscal decentralization and economic growth may indicate that in practice local governments may not be responsive to local citizens' preferences and needs. This can occur when local officials are not elected by local citizens and when local citizens may be too poor to "vote with their feet." For the case of China, the central government is constantly constrained by the limited resources for public investment in national priorities such as highways, railways, power stations, telecommunications, and energy. Such key infrastructure projects may have a far more significant impact on growth across Chinese provinces than their counterparts in each province. This finding has some implications for other developing countries and transition economies. The merits of fiscal decentralization have to be measured relative to existing revenue and expenditure assignments and the stage of economic development. The central government may be in a much better position to undertake public investment with nation-wide externalities in the early stage of economic development. More importantly, if local shares in total fiscal revenue and expenditure are already high, according to Zhang and Zou (1998), further decentralization may result in slower overall economic growth. Rodriguez-Pose and Bwire (2003) found a negative impact of decentralization on economic growth for Mexico and the USA but no impact for Germany, India, Italy and Spain. Phillips and Woller (1997) and Matinez-Vazquez and McNab (2003) could not find a statistically significant relationship between fiscal decentralization and economic growth for a cross-section of countries.

2.5. Public Management Reform and New Public Management

Reform implies a beneficial change- a deliberate move from a less desirable past state to a more desirable future state. The public management reform refers to deliberate changes to the structure and process of public sector organizations with the objective of getting them to run better. Structural change may include merging or splitting public sector organizations whereas process may include the redesign of the system by which services are delivered (Pollitt and Bouckaert, 2002).

According to ECA (2003) New Public Management (NPM) is a label used to describe a management culture that emphasizes the centrality of the citizen or customer, as well as accountability for results. It is a set of broadly similar administrative doctrines, which dominated the public administration reform agenda of most OECD countries from the late 1970s (Hood, 1991; Pollitt, 1993; Ridley, 1996). It captures most of the structural, organizational and managerial changes taking place in the public services of

these countries, and a bundle of management approaches and techniques borrowed from the private-for-profit sector.

NPM shifts the emphasis from traditional public administration to public management, pushing the state towards 'managerialism'. The traditional model of organization and delivery of public services, based on the principles of bureaucratic hierarchy, planning and centralization, direct control and self-sufficiency, is apparently being replaced by a market-based public service management or enterprise culture. NPM has provided for a future of smaller, faster-moving service delivery organizations that would be kept lean by the pressures of competition, and that would need to be user-responsive and outcome-oriented in order to survive. These organizations would be expected to develop flatter internal structures (i.e. fewer layers) and devolve operational authority to front-line managers. With a downsized number of staff, many services would be 'contracted out' instead of assuming that in-house provision is best.

According to Hood (1991), the major NPM doctrines of what must be done are that:

- Direct public sector costs should be cut and labour discipline rose so as to improve resource use;
- Private-sector-style management practices applied to increase flexibility in decision-making;
- Competition in the public sector (through term contracts and tendering) increased, as rivalry is the key to lower costs and better standards;
- The public sector disaggregated and decentralized to make units more manageable and to increase competition among them;
- Controls shifted from inputs to outputs, to stress results rather than procedure;
- Explicit standards and performance measures established, because accountability requires clearly stated aims and efficiency requires attention to goals; and
- Managers given powers to conduct hands-on professional management, because accountability requires clear assignment of responsibility, not diffusion of power.

2.6. New public Management and Public Choice

The institutional aspects of NPM derive from the "new institutional economics" movement, which has a theoretical foundation in public choice, transaction cost and principal-agent theories. These generated public sector reforms themes are based on ideas of market, competition, contracting, transparency and emphasis on incentive structures as a way of giving more "choice" and "voice" to service users and promoting efficiency in

public service delivery. Improved efficiency is now the overriding aim of public sector reforms in most African countries. It is thought that the State's capability – its ability to promote and undertake collective action efficiently – is overextended. Therefore, reductions and a refocusing of the State's activities are needed to improve macroeconomic stability, as well as the implementation of stronger incentives for performance. Furthermore, increased competition in service provision, both with the private sector and in the public sector itself, is required in order to raise efficiency. Consequently, governments should concentrate their efforts less on direct intervention and more on enabling others to be productive (World Bank, 1989:5) by providing “core” functions such as safeguarding law and order; protecting property rights; managing the macroeconomy to promote and regulate the market; providing basic social services and infrastructure; and protecting the vulnerable and destitute. Despite the move to reduce the role of the public sector, there is broad agreement about the need to increase the capacity of the State. “Re-engineering” (Hope, 2002) or “invigorating” (Klitgaard, 1997) public institutions is required. To do this, a variety of NPM-inspired measures are used, including the refocusing of public-sector functions through staff reductions and changes in budgetary allocations; restructuring of public organizations through the reorganization of ministries; decentralizing, delinking or ‘hiving off’ central government functions to local governments or the private sector; emphasis on private sector styles of management practice; marketisation and introduction of competition in service provision; explicit standards and measures of performance; greater transparency; pay reform; and emphasis on outputs (Therkildsen, 2001). Improved accountability in the conduct of public affairs is another reform objective. There is plenty of empirical evidence to show that even in consolidated democratic States in Africa; there are major deficits in accountability (Olowu, 1999; Therkildsen, 2001). Problems of accountability arise, for example, when:

- Governments ignore or transgress social ethics and constitutional and legal provisions in conducting public affairs;
- Tasks to be performed are so complex or unspecified that implementation is very difficult if not impossible;
- Activities are hidden;
- Corrupt practices are widespread;
- Political and personal loyalty are rewarded more than merit; and

- Public participation in running public affairs is low.

The interest in accountability within public sector reform is a desire to make public sector staff more accountable for their decisions and actions. In more detail, this means that:

- ✚ Some set of recipients receive information about the outcomes of decisions made by identified individuals who are source decision-makers;
- ✚ Those sources can be made to explain their decisions; and
- ✚ Some sanctions can be imposed if the explanations are unsatisfactory.

The various reforms of the 1990s addressed some of the accountability problems discussed above. Among these initiatives were attempts to:

- ✚ Strengthen the rule of law and the judiciary;
- ✚ Promote democratization and the role of the media;
- ✚ “Depoliticize” the public sectors in countries that used to have one-party rule;
- ✚ Strengthen anti-corruption measures; and
- ✚ Increase internal and external auditing capacity.

These “traditional” measures are still on the reform agenda. However, in the current debate, it is the institutional view that informs most of the actual reform initiatives, and it is NPM concepts that inspire many reform measures as far as accountability is concerned. One concerns the NPM-inspired measure to introduce performance management. However, other instruments have emerged, such as Citizens Charters, and service delivery or user surveys.

2.7. Public Service Reform

As part of the efforts at satisfying the growing demand for “democracy dividends”, African Governments have in recent years shifted attention to the reform of the public service. In fact, the signs are visible, and the evidence is overwhelming, that issues that had once been evaded in political circles (e.g., issues of competence, performance, and integrity of the public service) are now being debated within and across political parties. In consonance with the momentous changes taking place in the broad governance sphere (particularly, the replacement of one-party and/or military rule with multi-party competition) the career service is gradually being reconfigured into a de-politicized and professional institution. The public service reform programme implemented in the last ten years underscore the importance that the African leaders now attach to the professionalism as well as the performance and productivity of the service. Taking their cues from the experience with the administrative reform initiatives of the early post independence period (1960s and 1970s), and the negative impact of structural adjustment programmes’ on the public service, a

growing number of countries embarked on “home-grown” reform initiatives as from the mid-1990s (Dodoo, 1996; Ntukamazina, 1996; Balogun and Mutahaba, 1999; and Balogun, 2003). Undoubtedly, the scope, direction and impact of public service reform vary from one country to the other. However, many of the reform programmes have the following elements in common:

- Resuscitation of the basic ethos of public service – with an accent on professionalism, integrity, competence, accountability, and responsiveness of the service;
- Review of personnel policy and practices (with emphasis on the review of performance)
- Appraisal instruments and mechanisms, revision of personnel rules, and computerization of personnel processes;
- Rationalization of pay and grading structures and the introduction of performance- and productivity-related pay;
- Labour redeployment and redundancy management
- Introduction of “customer-care” initiatives;
- Improvement of records and information management systems;
- Revitalization of local government and decentralized agencies;
- Implementation of anti-corruption measures (including the establishment of watchdog bodies such as, office of Inspector General of Government in Uganda, ombudsman in Namibia, anti-corruption commissions in Ghana, Nigeria and Kenya, public prosecutor in South Africa, and mediateur de l’etat in many Francophone African countries).

2.8. Strategies for Improving Public Sector Performance

2.8.1. Total Quality Management

Total Quality Management (TQM) is a management technique that emphasizes high-quality service (Performance-Oriented Civil Service) and customer satisfaction (Customer-Driven Government). TQM entails the constant improvement of product or service quality and reliability, combined with shorter and more reliable response times through the production and sales chain or service-provision process. It also involves increasing flexibility of response to customer requirements and a constant concern about efficiency through waste elimination, the removal of duplication of effort, and curtailing overlaps of roles and responsibilities. Management commitment is the sine-qua-non for a successful TQM strategy. TQM will not be successful without line management ownership, active involvement and leadership by

example. The commitment of ministers and senior officials has been identified as a major influence on implementing successful public service reforms. Such commitment must involve a willingness to indicate a clear preference for a better future and also entail the willingness to take responsibility, and to accept praise and blame.

2.8.2. Performance-Oriented Civil Service

One solution that has been proffered for the problems of inadequate resources and the increasing demand for effective services, low levels of public trust, and increasing demand for accountability in government, is termed performance oriented civil service. Performance-based management requires that managers develop a reasonable level of agreement on program goals and strategies for achieving these goals. Managers should develop performance measurement systems to document performance and support decision-making. This performance information is then used for managing the organizations and programs and also for providing feedback to key stakeholders on improved performance. The key components of performance-based management are:

- Developing a reasonable level of agreement on mission, goals and strategies for achieving the goals;
- Implementing performance measurement systems of sufficient quality to document performance and support decision-making;
- Using performance information as a basis for decision-making at various organizational levels.

2.8.3. Customer-Driven Government

NPM places emphasis on serving individual customers. In applying TQM, the organization should focus on what the population (customers) want, not what administration thinks they need. To improve efficiency, productivity and integrity in the public service, efforts should be primarily focused on creating a culture of commitment to identifying and meeting customer requirements throughout organizations and within available resources. It follows that serving the customer is more important than serving the organization. This strategy has been the main focus of reforms in Malaysia, Namibia, Singapore and the United Kingdom. The Malaysian Government has emphasized throughout the public service that the customer is paramount. The Citizens Charter (United Kingdom) provides specific targets such as hospital waiting times and train delays. Customer-driven government became formal policy in the USA in 1993 through the National Performance Review (NPR) report. The Clinton Administration

used the NPR report to set a goal of “providing customer services equal to the best in business”. Transparency International (2003) has recently reported that the Mauritius Citizens Charter was designed as an aid to increasing popular awareness of corruption. The main objective was to devise and disseminate a document with guidelines that individuals can follow to prevent corruption and promote integrity. The Charter also attempts to inform and advise the general public on the nature and forms of corruption. Central to the premise of the Charter is the imperative of making the general populace aware of its collective and individual responsibility to fight corruption.

2.8.4. Quality and Standards

Public sector management reforms would be incomplete without addressing the issue of the quality of products delivered to the consumers. The private sector, as the engine of growth, cannot provide satisfactory services and products without the active participation of a public sector that controls quality and standards. An example of a standards authority in Africa is the Quality and Standards Authority of Ethiopia (QSAE). QSAE was established in 1970 to promote quality management practices as one of its central objectives. In addition to standards development, certification, metrology and testing, the vision of the organization is to be an internationally recognized quality, standards, metrology and testing organization that supports the national effort towards economic development and social progress. The Authority has a quality policy, which is committed to continuously satisfying the needs and expectations of its customers in a process of continuous improvement.

2.9. Planning Innovation

Innovation is not getting something to market; it's getting the right product or service to market. This requires a commitment to the consumer, not solely to your company's internal capabilities. It is speed to knowledge of what your customers want that matters, not just speed to deployment. True innovation takes a bit of planning.

As innovators we need to trust in our gut but then ask the right questions. We need to identify the opportunities in front of us and recognize the right way to tap the brand equities we have in hand. Sometimes innovation is about reinterpreting—not reinventing the way we talk to consumers. There's a lot of room for innovation, but it is a rigorous process, not a bolt of lightning. We need to spend more time listening for the insights that will solve our challenges—both for consumers and our businesses. www.Businessweek.com

2.10. Co-ordination

Co-ordination is the unification, integration, synchronization of the efforts of group members so as to provide unity of action in the pursuit of common goals. It is a hidden force which binds all the other functions of management. According to *Mooney and Reelay*, “Co-ordination is orderly arrangement of group efforts to provide unity of action in the pursuit of common goals”. According to *Charles Worth*, “Co-ordination is the integration of several parts into an orderly hole to achieve the purpose of understanding”.

Management seeks to achieve co-ordination through its basic functions of planning, organizing, staffing, directing and controlling. That is why, co-ordination is not a separate function of management because achieving of harmony between individuals efforts towards achievement of group goals is a key to success of management. Co-ordination is the essence of management and is implicit and inherent in all functions of management. Co-ordination is an integral element or ingredient of all the managerial functions as discussed below: -

- 2.10.1. **Co-ordination through Planning** - Planning facilitates co-ordination by integrating the various plans through mutual discussion, exchange of ideas. e.g. - co-ordination between finance budget and purchases budget.
- 2.10.2. **Co-ordination through Organizing** - Mooney considers co-ordination as the very essence of organizing. In fact when a manager groups and assigns various activities to subordinates, and when he creates department's co-ordination uppermost in his mind.
- 2.10.3. **Co-ordination through Staffing** - A manager should bear in mind that the right no. of personnel in various positions with right type of education and skills are taken which will ensure right men on the right job.
- 2.10.4. **Co-ordination through Directing** - The purpose of giving orders, instructions & guidance to the subordinates is served only when there is a harmony between superiors & subordinates.
- 2.10.5. **Co-ordination through Controlling** - Manager ensures that there should be co-ordination between actual performance & standard

2.11. Community Participation

Service provision arrangements linked to various forms of community participation may improve MDG-related outcomes. Community participation also affects public sector accountability at local, regional and national levels. Widespread evidence shows that services are failing poor people in a large number of countries with negative impacts on human development outcomes. One key point is that the failure of services is not just technical, it is the result of the lack of accountability of public, private and non-profit organizations to poor people.

Through understanding the importance of the connections between participation, accountability and service delivery, as well as different aspects of context, experiences in community participation, is necessary.

- There are important connections between community participation and the key goals of locative efficiency, technical efficiency, and improved mechanisms of accountability.
- Effective forms of community participation can create opportunities for more downward accountability and thus reduce the accountability gap between citizens and policymakers.
- Donors and international NGOs often substitute various short route mechanisms instead of investing in public systems or the sustainability of services in situations of weak governments, or humanitarian crises.
- Too great an emphasis on ‘community participation’ may idealise the internal coherence and solidarity in communities and miss the essential tasks of supporting effective public institutions.
- ‘Social capital’ is a useful concept but it is often applied uncritically with inadequate understanding of cultural and political context and vested interests in the status quo.
- Promotion of community participation strengthens the enabling environment and removes disabling factors.
- Promotion of processes of decentralization takes many forms, and the resulting forms of participation will vary accordingly.

- Development of participatory processes is never separate from wider social, political contexts - some efforts by donors have foundered due to the attempt to ‘ring fence’ participatory mechanisms for power and politics.
- Increased transparency of community involvement with public sector agencies is required to improve accountability (Stephen Commins Commins, S., 2007).

2.12. The Importance of Flexibility in Planning

Everyone loves a plan that goes without any hitches. But the truth of the matter is that in some way or another, plans get derailed and adjustments must be made. As pessimistic as it sounds, it is a reality that we have to face. Some would disagree but statistics and probability will back me up on this. Opportunities, some usually unexpected, present themselves and must be taken for better results. Suffice to say, activities are never always implemented as they were planned.

Plans provide us with the backbone of how we want things to be accomplished. Our flexibility on the other hand provides us the chance to modify it as it is needed. We often take so much time to create the perfect plan but no matter how we try to calculate everything that may come in our way, there are some things that we just can’t quantify. At times we take so much time hatching up the best plan, trying to hone it over and over again that we lose our sight on the objective. General George S. Patton, a well respect officer of the US armed forces once said that “I would rather have a good plan today than a perfect plan two weeks from now.”

What is essential is our deep understanding of our goals. The wind may blow our boat in different ways but it is up to us to stir towards the right way no matter from where the wind blows. Knowing the objective and keeping our focus on it will help us maneuver around obstacles no matter how daunting it may be. The objective is always above the plan.

Our flexibility and our openness will help us push forward closer to our goals if we truly commit ourselves to achieving it and not simply plan for it. Action, as they say “speaks louder than voice”. However, the right actions at the right time are the ones needed to get us closer and faster to our goals. <http://www.jokebuddha.com/Cannibal/Captured/4>.

2.11. Empowering Local community

Community empowerment refers to the process of enabling communities to increase control over their lives. "Communities" are groups of people that may or may not be spatially connected, but who share common interests, concerns or identities. These communities could be local, national or international, with specific or broad interests. 'Empowerment' refers to the process by which people gain control over the factors and decisions that shape their lives. It is the process by which they increase their assets and attributes and build capacities to gain access, partners, networks and/or a voice, in order to gain control. "Enabling" implies that people cannot "be empowered" by others; they can only empower themselves by acquiring more of power's different forms (Laverack, 2008). It assumes that people are their own assets, and the role of the external agent is to catalyse, facilitate or "accompany" the community in acquiring power.

Community empowerment, therefore, is more than the involvement, participation or engagement of communities. It implies community ownership and action that explicitly aims at social and political change. Community empowerment is a process of re-negotiating power in order to gain more control. It recognizes that if some people are going to be empowered, then others will be sharing their existing power and giving some of it up (Baum, 2008). So communication plays a vital role in ensuring community empowerment. Participatory approaches in communication that encourage discussion and debate result in increased knowledge and awareness, and a higher level of critical thinking. Critical thinking enables communities to understand the interplay of forces operating on their lives, and helps them take their own decisions.

CHAPTER THREE

3.1. Methodology of the Research

3.1.1. Sample Design

Burayu town administration is the population for this study. The town is organized with 23 different offices/ agencies/ and 6/six kebele administrations. Among 23 offices and 6 kebeles administration 5 offices and 2 kebele administrations which constitute around 30 percent of the town administration were selected as a sample from which data were drowned. As information collected from the office officials indicated that some of the offices were continuously visited by number of customers while in some offices the customers come seasonally. For this study, five offices in which there has been continuous visit of customers and sectors of government dimension were selected purposely to get sample of attitude survey. The total numbers of average weekly customer in five selected offices were 1247. From these, 127 sample respondents were selected randomly at the security spots of the service delivery agencies as they check in and then given the questionnaire which they were asked to submit when leaving the security gate for opinion survey and filled the questionnaire with strict guidance of the enumerator. Besides, all the leaders, managers, process owners were requested to fill questionnaires and to respond interview. To make better presentation and improve reliability of the sample, different weight were given for each selected agencies/offices/.

Table 1. Selected Sectors

No	Selected offices	Weekly average of customer	Percentage assigned	Numbers of sample selected
1	Education	122	10	13
2	Health	250	10	25
3	Municipality	500	10	50
4	Justice	25	20	4
5	Inland revenue	350	10	35
	Total	1247		127

Source: Burayu Town Administration Civil Service and Good governance office

3.1.2. Research Design

Quantitative and qualitative Survey method were used to assess the achievements and challenges of decentralization in realizing public service reform through open survey of leaders, managers, process owners, employees and residents of the town administration in each of the government dimension sectors. Service delivery survey was used to assess the performance of the aforementioned urban based public service based on client experience. This survey were designed to shed light on the constraints clients face in accessing public services, their view about the quality and adequacy of service and the responsiveness of the government officials. Besides, a survey was designed for selected staffs and management of the service delivery agencies

3.1.3. Methods of Data Collection

Primary data was collected from sample respondents using structural questionnaire and interview guides. Accordingly, there was one set of questionnaire which was filled by leaders, managers, process owners, employees and customers of respective sectors. Interview was also held with leaders of selected sectors/agencies/ to supplement data obtained through questionnaire. In addition, secondary data were collected from government documents, books, and articles on decentralization and public sector reforms were reviewed to gather secondary data.

Furthermore, sample was collected from the employees of all offices/ agencies/ in the town administration to fill the survey questionnaire. The town administration has about 684 employees excluding school teachers and health centre workers. This was done to manage the scope of the study. From these 10 % of employees were selected as sample respondents. To select individual respondents, simple random sampling technique was applied.

Table2.Distribution of sample population and samples/employees/

No	Name of offices	Total number of employees	Total sample selected 10%
1	Mayor office	14	2
2	Civil service office	20	2
3	Transport Agency	28	3
4	Speaker office	7	1
5	Culture and tourism office	13	2
6	Investment office	4	1
7	Justice office	19	2
8	Administration and Security	4	1
9	Communication Affairs	6	1
10	Technical, vocational Education and Training office	8	1
11	Police office	104	11
12	Health office	7	1
13	House projects and Development office	51	6
14	Small and medium enterprise office	34	4
15	Trade office	15	2
16	Social affairs office	13	2
17	Women and children's affairs office	15	2
18	Finance and Economic Development office	40	4
19	Youth and Sport affairs	13	2
20	Water resource office	42	5
21	Education office	13	2
22	Municipality	160	16
23	Inland Revenue office	54	6
	Total	684	69

Source: Burayu town Administration Civil Service and Good governance office

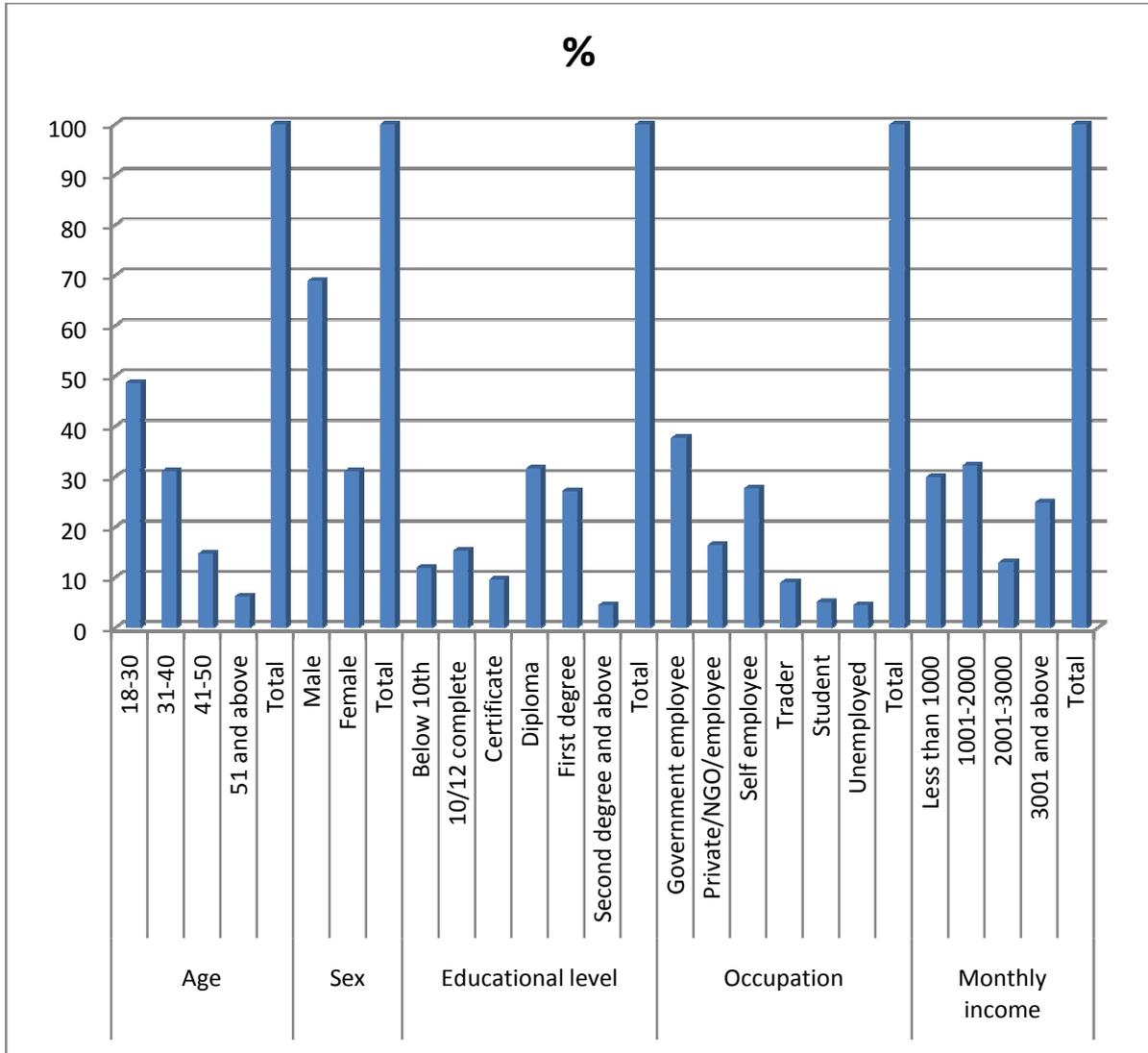
3.1.2. Methods of Data Analysis

The collected data were summarized, edited, coded and data entry was done. It was analyzed using SPSS ver. 16.0 and computed by descriptive statistical technique. Frequently, percentage and mean were used to assess the achievements and challenges of decentralization in realizing public service reform in Burayu town administration and various characteristics of the sample population, such as gender, age, educational status, and income level were also analysed.

CHAPTER FOUR

4.1. Analysis and Discussion

Chart 1: Personal characteristics of the respondents



As shown in chart 1, 31.1 percent were female and the majority of respondents were male. With respect to age category large segments of the study group that is 86 (48.6 percent) is between 18 and 30. From this data one can see that most of the respondents were young and energetic. Regarding education status of the respondents, 56 (31.6 percent), were diploma 48 (27.1 percent), were first degree, and 27 (15.3 percent) 10th/12th complete respectively. This reveals that respondents have adequate knowledge to comment on service delivered to the public in this town administration.

In relation to occupation, of respondents 37.7 percent (66) were government employees, self employee 27.7 percent (49), private/NGO/employee 16.4 percent (29) respectively. This shows that they are customer one to another and know the level of customer satisfaction. Regarding to monthly income of the respondents,

Table 1. Issues related to administration and service delivery

No	Item	Respondents	
		Frequency	%
6.	Flexibility in planning and service delivery		
	1) Strongly disagree	33	18.6
	2) Disagree	53	29.9
	3) Undecided	41	23.2
	4) Agree	37	20.9
	5) Strongly agree	13	7.3
	Total	177	100
7.	Innovative in planning and service delivery		
	1) Strongly disagree	33	18.6
	2) Disagree	62	35.0
	3) Undecided	50	28.2
	4) Agree	30	16.9
	5) Strongly agree	2	1.1
	Total	177	100
8.	Society cantered in planning service delivery functions		
	1) Strongly disagree	29	16.4
	2) Disagree	41	23.2
	3) Undecided	49	27.7
	4) Agree	46	26.0
	5) Strongly agree	12	6.8
	Total	177	100

According to table 1, in relation with flexibility in planning and service delivery 53 (29.9 percent), 41 (23.2 percent) disagree and undecided respectively. This shows that most of the respondents were not agree up on the flexibility in planning and service provided by town administration. Regarding innovation in planning and service delivery, most of the respondents were disagree and 50(28.2 percent) were undecided by innovative planning and service delivery of town administration. One can understand from the above table, majority were dissatisfied with town administration innovative planning and service provided to them. Concerning society centred in planning and service delivery functions, 49(27.7 percent)

undecided, 46(26.0 percent) agree, 41(23.2 percent) disagree respectively. This shows that, most of the respondents were undecided which needs awareness creation on the issue of society cantered planning and service delivery functions.

Table 2: Issue Related to coordination, close contact and participation

No	Item	Respondents	
		Frequency	%
9.	Coordination among town administration service providers		
	1) Strongly disagree	28	15.8
	2) Disagree	44	24.9
	3) Undecided	45	25.4
	4) Agree	49	27.7
	5) Strongly agree	11	6.2
	Total	177	100
10.	Close contact between administration officials local population		
	1) Strongly disagree	40	22.6
	2) Disagree	40	22.6
	3) Undecided	38	21.5
	4) Agree	50	28.2
	5) Strongly agree	9	5.1
	Total	177	100
11.	Participate the community in programming, project designing and implementation		
	1) Strongly disagree	28	15.8
	2) Disagree	48	27.1
	3) Undecided	35	19.8
	4) Agree	50	28.2
	5) Strongly agree	16	9.0
	Total	177	100

In table 2, the respondents were asked about the coordination among town administration and service providers, 49 (27.7 percent) agree, 45 (25.4 percent) undecided respectively. One can understand from this view majority of the respondents were agreeing up on the coordination among town administration and service providers. In relation with contact between administration officials and to local population, 50(28.1 percent), 40(22.6 percent), 40(22.6 percent) agree disagree and strongly disagree respectively. One can understand from this response, majority of the respondents were disagreeing with contact between administration officials and to local population. Concerning Participation of the community in programming, project designing and implementation, 50 (28.2 percent) of the respondents were agree,

48(27.1 percent) of the respondents were disagree and 35(19.8 percent) of the respondents were undecided up on participation. This shows that, most of the respondents were disagreeing up on Participation of the community in programming, project designing and implementation

Table 3: issue related to Joint work, open communication and mobilization

No	Item	Respondents	
		Frequency	%
12.	Joint work arrangement between town administration and private sector in government program		
	1) Strongly disagree	20	11.3
	2) Disagree	44	24.9
	3) Undecided	50	28.2
	4) Agree	48	27.1
	5) Strongly agree	15	8.5
	Total	177	100
13.	Excellent in an open communication with service users and development partners.		
	1) Strongly disagree	20	11.3
	2) Disagree	48	27.1
	3) Undecided	50	28.2
	4) Agree	43	24.3
	5) Strongly agree	16	9.0
	Total	177	100
14.	The town administration mobilizes civil society organization in development program.		
	1) Strongly disagree	25	14.1
	2) Disagree	31	17.5
	3) Undecided	48	27.1
	4) Agree	53	29.9
	5) Strongly agree	20	11.3
	Total	177	100

In table 3 the respondents were asked whether there is joint work arrangement between town administration and private sector in government program or not. Accordingly, 50(28.2 percent), 48(27.1 percent), and 44(24.9 percent) of the respondents were undecided, agree and disagree respectively. This shows that most of the respondents were confused in relation with joint work arrangement between town administration and private sector in government program. In relation with excellent in an open communication with service users and development partners, 50(28.2 percent), 48(27.1 percent), and 43(24.3 percent) of the

respondents were undecided, disagree, agree respectively. This shows that most of the respondents were confused in relation with excellent in an open communication with service users and development partners. Regarding with the town administration mobilizes civil society organization in development program, 53(29.9 percent) of the respondents were agree, 48(27.1 percent) of the respondents were undecided, 31(17.5 percent) of the respondents were respond disagree respectively. This shows that most of the respondents were agree in relation with the town administration mobilizes civil society organization in development program.

Table 4: Empowerment, close contact and participation

No	Item	Respondents	
		Frequency	%
15.	The town administration has empowered both kebeles and communities by letting them take owner ship of their project and to make decision		
	1) Strongly disagree	21	11.9
	2) Disagree	38	21.5
	3) Undecided	43	24.3
	4) Agree	51	28.8
	5) Strongly agree	24	13.6
	Total	177	100
16.	There is efficient and effective service provision to community by town administration		
	1) Strongly disagree	46	26.0
	2) Disagree	49	27.7
	3) Undecided	37	20.9
	4) Agree	33	18.6
	5) Strongly agree	12	6.8
	Total	177	100
17.	City government is efficient and effective in resource management		
	1) Strongly disagree	35	19.8
	2) Disagree	52	29.4
	3) Undecided	44	24.9
	4) Agree	33	18.6
	5) Strongly agree	13	7.3
	Total	177	100

In table 4, the respondents were asked that the town administration has empowered both kebeles and communities by letting them take owner ship of their project and to make

decision, they replied that, 51(28.8 percent) agree, 43(24.3 percent) undecided, 38(21.5 percent) disagree respectively. This shows that, most of the respondents were agree up on the question for the town administration has empowered both kebeles and community by letting them take owner ship of their project and to make decision. In relation with efficient and effective service provision to community by town administration, 49(27.7 percent) disagree, 46(26.0 percent) strongly disagree, 37(20.9 percent) undecided respectively. One can understand from this response, majority of the respondents were disagreeing with efficient and effective service provision to community by town administration. Regarding City government is efficient and effective in resource management, 52(29.4 percent) disagree, 44(24.9 percent) undecided, 35(19.8 percent) strongly disagree respectively. This shows that, most of the respondents were disagree towards efficient and effective in resource management by the town administration.

Table 6: Issue related to improvement, capacity and responsiveness to public interest

No	Item	Respondents	
		Frequency	%
18.	There is tangible improvement in the expansion of small and medium enterprises		
	1) Strongly disagree	19	10.7
	2) Disagree	21	11.9
	3) Undecided	38	21.5
	4) Agree	72	40.7
	5) Strongly agree	27	15.3
	Total	177	100
19.	Capacities of local institutions, their managerial and technical skills are well		
	1) Strongly disagree	24	13.6
	2) Disagree	39	22.0
	3) Undecided	52	29.4
	4) Agree	49	27.7
	5) Strongly agree	13	7.3
	Total	177	100
20.	Town administration sectors are more responsive for public interest.		
	1) Strongly disagree	27	15.3
	2) Disagree	48	27.1
	3) Undecided	40	22.6
	4) Agree	43	24.3
	5) Strongly agree	19	10.7
	Total	177	100

According to table 6, respondents were asked to rate their view whether there is tangible improvement in the expansion of small and medium enterprises or not. Accordingly, 72(40.7 percent), 38(21.5 percent), 27(15.3percent) respond agree, undecided, strongly agree respectively. This, shows that, most of the respondents were agreeing up on the tangible improvement in the expansion of small and medium enterprises. Concerning for the capacities of local institutions, their managerial and technical skills are well or not, they respond, 52(29.4 percent), 49(27.7 percent), 39(22.0 percent) undecided, agree, disagree respectively. This shows that, most of the respondents were undecided and in confusion towards capacities of local institutions, their managerial and technical skills. In relation with town administration sectors are more responsive for public interest, 48(27.1 percent) of the respondents were disagree, 43(24.3 percent agree), 40(22.6 percent) undecided respectively. One can understand from this response, majority of the respondents were disagree up on town administration sectors are more responsive for public interest.

Table 7: Issue related to responsive to grievance, accountability and preventing abuse of power

No	Item	Respondents	
		Frequency	%
21.	The town administration sectors are more responsive to the grievance of the citizen		
	1) Strongly disagree	24	13.6
	2) Disagree	58	32.8
	3) Undecided	41	23.2
	4) Agree	37	20.9
	5) Strongly agree	17	9.6
	Total	177	100
22.	Sector offices and other employees are more accountable to public than top management		
	1) Strongly disagree	26	14.7
	2) Disagree	38	21.5
	3) Undecided	47	26.6
	4) Agree	57	32.2
	5) Strongly agree	9	5.1
	Total	177	100

In table 7, respondents were asked to rate degree of response up on the town administration sectors are more responsive to the grievance of the citizen 58(32 percent) of the respondents were disagree, 41(23.2 percent) of the respondents were respectively in relation with

responsiveness of the town administration sectors to the grievance of the citizen. This shows that most of the town administration sectors are not responsive to the grievance of the citizen. So town administration sectors need to change this failure to be more responsive to the grievance of the citizen. Concerning with sector offices and other employees were more accountable to public than top management, the respondents rate their answer 57(32.3 percent), 47(26.6 percent), 38(21.5 percent) agree, undecided, disagree respectively. One can understand from this response, most of the respondents were agree up on sector offices and other employees were more accountable to public than top management.

Table 8: Issue related to confidence, mechanisms and information accessible to people

No	Item	Respondents	
		Frequency	%
23.	Create confidence and thrust in mind of the people by preventing abuse of power and misuse of public resource		
	1) Strongly disagree	26	14.7
	2) Disagree	50	28.2
	3) Undecided	47	26.6
	4) Agree	43	24.3
	5) Strongly agree	11	6.2
	Total	177	100
24.	There is mechanism whereby public officials and other employees are accountable to the public		
	1) Strongly disagree	28	15.8
	2) Disagree	46	26.0
	3) Undecided	48	27.1
	4) Agree	41	23.2
	5) Strongly agree	14	7.9
	Total	177	100
25.	Information is freely, available directly accessible to the people		
	1) Strongly disagree	41	23.2
	2) Disagree	60	33.9
	3) Undecided	35	19.8
	4) Agree	30	16.9
	5) Strongly agree	11	6.2
	Total	177	100

In table 8 the respondents were asked that the town administration create confidence and thrust in mind of the people by preventing abuse of power and misuse of public resource, they rate their view 50 (28.2percent) disagree, 47(26.6 percent) undecided, 43(24.3 percent)

agree respectively. This shows that, most of the respondents were disagree in relation with creating confidence and trust in mind of the people by preventing abuse of power and misuse of public resource. Regarding with mechanism whereby public officials and other employees are accountable to the public, 48 (27.1 percent) undecided, 46 (26.0 percent) disagree, 41(23.2 percent) agree respectively which shows majority of the respondents were disagree on the idea mechanism whereby public officials and other employees are accountable to the public.

In relation with Information is freely, available directly accessible to the people 60(33.9 percent) of the respondents were disagree. This shows, majority of the respondents were disagree the information is freely, available directly accessible to the people.

Table 9: Openness, reports and corrupted officials were litigated and penalized for their act

No	Item	Respondents	
		Frequency	%
26.	Town administration decision making is open to the public		
	1) Strongly disagree	35	19.8
	2) Disagree	66	37.3
	3) Undecided	33	18.6
	4) Agree	33	18.6
	5) Strongly agree	10	5.6
	Total	177	100
27.	Expenditure and audit reports are regularly conducted and information regarding these issues are accessible to public		
	1) Strongly disagree	35	19.8
	2) Disagree	56	31.6
	3) Undecided	47	26.6
	4) Agree	30	16.9
	5) Strongly agree	9	5.1
	Total	177	100
28.	Corrupted officials were litigated and penalized for their act		
	1) Strongly disagree	20	11.3
	2) Disagree	42	23.7
	3) Undecided	41	23.2
	4) Agree	49	27.7
	5) Strongly agree	25	14.1
	Total	177	100

In table 9 the respondents were asked to rate town administration decision making is open to the public 66(37.3 percent) of the respondents were disagree 35(19.8 percent) of the respondents were strongly disagree for the openness of town administration decision making to the public. Concerning expenditure and audit reports are regularly conducted and information regarding these issues are accessible to public, 56(31.6 percent) respond were disagree, 47(26.6) respond undecided, 35(19.8 percent) of the respondents were strongly disagree on the issue of expenditure and audit reports are regularly conducted and information regarding these issues are accessible to public. This shows that, there is no clear information regarding expenditure and audit reports are regularly to the public. In relation with Corruptedofficials were litigated and penalized for their act, the respondents were asked to rate their response that, 49 (27.7 percent) agree, 42(23.7 percent) disagree, 41(23.2 percent) undecided respectively. This shows that, most of the respondents were agree up on the issue of Corruptedofficials were litigated and penalized for their act.

Table10: Issue related to misbehaviour, monitoring and sound policy implementation

No	Item	Respondents	
		Frequency	%
29.	There is no room for corruption and misbehaviour of public officials		
	1) Strongly disagree	39	22.0
	2) Disagree	52	29.4
	3) Undecided	50	28.2
	4) Agree	24	13.6
	5) Strongly agree	12	6.8
	Total	177	100
30.	Local people monitor and evaluate the performance of the administrators than the governance		
	1) Strongly disagree	27	15.3
	2) Disagree	40	22.6
	3) Undecided	44	24.9
	4) Agree	50	28.2
	5) Strongly agree	16	9.0
	Total	177	100
31.	The ability to formulate and implement sound policies and regulation that permit and promote private sector development		
	1) Strongly disagree	19	10.7
	2) Disagree	31	17.5
	3) Undecided	51	28.8
	4) Agree	55	31.1
	5) Strongly agree	21	11.9
	Total	177	100

As shown in table 10, the respondents were asked whether there is no room for corruption and misbehaviour of public officials or not. Accordingly, 52(29.4 percent), 50(28.2 percent), 39(22.0 percent) disagree, undecided, strongly disagree respectively. Thus, most of the respondents were disagree up on no room for corruption and misbehaviour of public officials. In relation with local people monitor and evaluate the performance of the administrators than the governance, 50(28.2 percent) of the respondents were agree, 44(24.9 percent) of the respondents were undecided, 40(22.6 percent) of the respondents were disagree respectively. This shows that majority of the respondents were agree up on local people monitor and evaluate the performance of the administrators than the governance. Concerning with the ability to formulate and implement sound policies and regulation that permit and promote private sector development, they respond 55(31.1 percent), 51(28.8 percent) agree and

undecided respectively. One can understand from this response, most of the respondents were agree up on ability to formulate and implement sound policies and regulation that permit and promote private sector development.

Table 11: Issue related to autonomy, power to control corruption, power to taxation and expenditure

No	Item	Respondents	
		Frequency	%
32.	Town administration is politically autonomous		
	1) Strongly disagree	28	15.8
	2) Disagree	32	18.1
	3) Undecided	44	24.9
	4) Agree	49	27.7
	5) Strongly agree	24	13.6
	Total	177	100
33.	The town administration has sufficient power and capacity in control of corruption		
	1) Strongly disagree	28	15.8
	2) Disagree	31	17.5
	3) Undecided	50	28.2
	4) Agree	45	25.4
	5) Strongly agree	23	13.0
	Total	177	100
34.	The town administration has power with regard to taxation, funds and expenditures		
	1) Strongly disagree	18	10.2
	2) Disagree	24	13.6
	3) Undecided	52	29.4
	4) Agree	56	31.6
	5) Strongly agree	27	15.3
	Total	177	100

As shown in table 11, issue related with town administration is politically autonomous 49(27.7 percent), 44(24.9 percent), 32(18.1 percent) respond agree, undecided, disagree respectively. This shows that, most of the respondents were agree up on the autonomous of town administration regarding politically. In relation with the town administration has sufficient power and capacity in control of corruption, the respondents were rate 50(28.2 percent), 45(25.4percent), 32(18.1 percent) respond undecided, agree, disagree respectively. One can understand from this response, most of the respondents were confused with regard to town administration has sufficient power and capacity in control of corruption. In connection

with the town administration has power with regard to taxation, funds and expenditures, 56(31.6 percent), 52(29.4 percent), 27(15.3 percent) respond agree, undecided strongly agree respectively. This shows that, majority of the respondents were agree up on the town administration has power with regard to taxation, funds and expenditures.

Table 12: Issue related to responsive financial autonomy, and free from political arrestment

No	Item	Respondents	
		Frequency	%
35.	The town administration has financial autonomy for planning as per local needs		
	1) Strongly disagree	19	10.7
	2) Disagree	35	19.8
	3) Undecided	42	23.7
	4) Agree	58	32.8
	5) Strongly agree	23	13.0
	Total	177	100
36.	The town administration is free from political arrestment from regional government		
	1) Strongly disagree	21	11.9
	2) Disagree	43	24.3
	3) Undecided	44	24.9
	4) Agree	46	26.0
	5) Strongly agree	23	13.0
	Total	177	100

As shown in table 12, issue related to the town administration has financial autonomy for planning as per local needs, 58(32.8 percent), 42(23.7 percent), 35(19.8) respond agree undecided, disagree respectively. This shows that, most of the respondents were agree up on the financial autonomy for planning as per local needs. In relation with town administration is free from political arrestment from regional government, 46(26.0 percent), 44(24.9 percent), 43(24.3 percent) respond agree, undecided, disagree respectively. This shows that,

most of the respondents were agreeing up on the town administration is free from political arrestment from regional government.

Regarding the interview questions, the officials of selected sectors and kebele administrators were responding for the question of achievements and challenges of decentralization Kebele level officials were responded that, decentralization make people use its resources and run the activities effectively within given period of time and it creates good participation in decision-making, mobilizing the community for local development program in its achievement side. On the other hand, the challenges they faced in decentralization the town administration at the local level have no awareness of decentralization concept and its implementation. For example, there is no budget allocation and full structure at kebele level, no full implementation of rules and regulations as given by the regional government.

In relation with political and administrative autonomous, kebele(local) administrative officials were responded that politically we are autonomous that we can decide on the matter of participation, mobilization for local development programs, but administratively we are not autonomous, because there is no allocation of budget from town administration for sub-city and kebeles. The kebele administration is dependent up on the municipality at the town administration.

For the presence of BPR and BSC as well as performance evaluation implementation they respond that BPR and BSC are no more known by kebele administration employees and officials but, there is some hint which shows the implementation of BPR. Fore instance the beginning of structural adjustment to serve the community nearby them. On the other hand there is some service delivery at the kebele level, but not interesting in the implementation of BPR and BSC.

From challenge and benefits they faced in decentralized system of public service delivery process they respond that, answering community's' problem with in short time; for example, health service problem, pure drinking water and sanitation problem, access of electric power, housing and so on were the challenges. The benefit is that working jointly near by the community, solving their problem and helping them to decide on their resource.

. Finally, the solutions they suggest were:

1. Structural adjustment;

2. Full devolution of authority and responsibility from town administration to sub-city and kebele level to sub-kebele level;
3. Full allocation of resources like human resource, finance and materials;
4. Good supervision for local institutions and communities;
5. Training and development for local level employees of kebele administration regarding service delivery functions.

At the town administration level, the sector heads (officials) respond the interview question as follows:

From the achievement side, local people's problem can be solved with in short time; it increase public decision making on planning, controlling and evaluating their projects. In the case of projects, there is a city council to allocate the budget and evaluate the status of those projects of each sector. If there is problem, they can evaluate and recommend the solution for each sector.

Regarding challenges they faced they respond that, there is no capacity to administer the budget incurred by regional government and the town administration; the utilization of revenue collected by the town administration is not fully given to the town. For example, if revenue is collected above the plan, it flows to regional revenue bureau, this is a great challenge in realizing our objectives (in filling public demand). The service what we are delivering is not match to people's interest because the demand of community is very high and our capacity is very low to meet their interest; people migration from Addis Ababa, different zones and from different regions are uncontrollable challenge in fulfilling basic service like health, education, pure water and sanitation.

For the autonomous politically and administratively, they respond that, politically they are autonomous, to plan, implement evaluate and they can punish in every aspects of the crime and they can decided in all activities to be performed in the town administration. Similarly, as a sector they do have their own budget and can authorize on their budget as well as have good support from town administration. But administratively, there is no autonomous that no adequate budget, no basic service and infrastructure. For example, there are only two health centres in the town for about 140,000 population of the town. Regarding investment town administration cannot offer above 5000 m² to the investors, i.e. if investors of high potential who need to invest above 5000m², the investment agency refer them to the regional board of

investment commission which is contradicted to BPR document to meet the investors' need with in short time.

BPR and BSC as well as performance evaluation were presented to all sectors, but the implementations are different from sectors to sectors in realizing BPR and BSC. Sector wide they respond that, reform is not an option, but an obligation that is why they are tools of reform to respond the demand of local community.

Finally, they suggested the following solutions:

1. Fulfilling basic service demand like health centres and hospitals, water and sanitation, internal infrastructure like light, road, housing, etc by participating local communities with the collaboration of regional government even huge projects with central government;
2. Fully using the revenue collected by town administration;
3. Taking full responsibility and accountability to offer huge investments as per the standard of BPR document and creating work opportunity for generation;
4. Devolution of power should be exercised in appropriate way and there should be continuous supervision and evaluation in all activities by regional government,

CHAPTER FIVE

Summary, Conclusion and Recommendations

This chapter deals with summary of the findings, conclusions and recommendations

5.1. Summary

In this study attempt was made to investigate the achievements and challenges of decentralization in realizing public service reform in Burayu town administration.

To this end, the study tried to find out possible answers to the following basic questions.

1. What is the extent of administrative decentralization in Burayu town administration?
2. How is the level of customer satisfaction in the service provided to them in Burayu town administration?
3. What is the degree of fiscal decentralization in Burayu town administration?
4. What are the major challenges and achievements faced in decentralized system of public service delivery in Burayu town administration?
5. What are the possible solutions to overcome the observed challenges in the eye of leaders, managers, process owners, employees and customers?

The study population constituted around 30 percent of the town administration were selected as a sample from which data were drawn. Five offices in which there has been continuous visit of customers and sectors of government dimension were selected purposely to get sample of attitude survey. Depending on the analysis of the data, the findings are summarized and presented as follows:

1. Majority of the respondents were not agreeing up on the flexibility in planning and service provided by town administration and dissatisfied with town administration's innovative planning and service provided to them; and most of the respondents were undecided which needs awareness creation on the issue of society centered planning and service delivery functions.
2. Most of the respondents were confused in relation with joint work arrangement between town administration and private sector in government

program as well as in an open communication with service users and development partners.

3. Majority of the respondents were disagreeing with contact between administration officials and to local population and were disagreeing up on Participate the community in programming, project designing and implementation;
4. Most of the respondents were agreeing up on the tangible improvement in the expansion of small and medium enterprises,
5. Majority of the respondents were disagree up on town administration sectors are more responsive for public interest.
6. Most of the town administration sectors are not responsive to the grievance of the citizen,
7. Most of the respondents were disagree in relation with creating confidence and trust in mind of the people by preventing abuse of power and misuse of public resource and disagree on the idea that mechanism whereby public officials and other employees are accountable to the public;
8. There is no clear information regarding expenditure and audit reports are regularly to the public but, most of the respondents were agreeing up on the issue of Corrupted officials were litigated and penalized for their act.
9. Most of the respondents were disagreeing up on no room for corruption and misbehaviour of public officials.
10. Most of the respondents were agreeing up on the town administration has power with regard to taxation, funds and expenditures, but disagreeing with regard to town administration has sufficient power and capacity in control of corruption.
11. There is no budget allocation at kebele level, no full structure of human resource, no full implementation of rules and regulations as given by the regional government.
12. Administratively, kebele administrations are not autonomous, because there is no allocation of budget, sufficient human resources from town administration for sub-city and kebeles.
13. Answering community's problem on time; like health service problem, pure drinking water and sanitation, access of electric power and other infrastructures were the challenges.

14. Town administration cannot offer above 5000 m^s to the investors; i.e. if investors of high potential who need invest above 5000ms, the investment agency refer them to the regional board of investment commission which is contradicted to BPR document to meet the developmental investors need with in short time.
15. There is no capacity to administer the budget incurred by the regional government and town administration;

5. 2. Conclusions

Decentralization itself is neither good nor bad. It is a means to an end, often imposed by political reality. The issue is whether it is successful or not. Successful decentralization improves the efficiency and responsiveness of the public sector while accommodating potentially explosive political forces. Unsuccessful decentralization threatens economic and political stability and disrupts the delivery of public services. Accordingly, on the achievement side:

Majority of the respondents were agreeing up on the coordination among town administration and service providers; empowered both kebeles and community by letting them take ownership of their project and to make decision; there is tangible improvement in the expansion of small and medium enterprises that provides employment opportunity for large number of women and youths ; sector offices and other employees were more accountable to public than top management; local people monitor and evaluate the performance of the administrators than the governance; there is an ability to formulate and implement sound policies and regulation that permit and promote private sector development.

Even though, public officials of the town administration try to show many achievements, there were many challenges which faced by town residents regarding administration and service delivery, participation and empowerment of the local community and issue relate with political and fysical decentralization. Majority of the respondents were not agreeing up on the flexibility in planning and service provided by town administration; the customers were dissatisfied with town administration innovative planning and service provided to them; were disagreeing with contact between administration officials and local population as well as on participation of the community in programming, project designing and

implementation. Sectors are not responsive to the grievance of the citizen; there is no creating confidence and trust in mind of the people by preventing abuse of power and misuse of public resource by the town administration. Information is not freely available directly accessible to the people regarding expenditure and audit reports regularly to the public. There were wide room for corruption and misbehaviour of public officials. Moreover, there is no budget allocation at kebele level, no full structure of human resource to serve the community with full potential, no full implementation rules and regulations as given by the regional government; answering community's problem on time; for example, health service problem, pure drinking water and sanitation problem access of electric power, housing and other infrastructures were the challenges. Town administration cannot offer more than 5000 m² to the investors, there is no capacity to administer the budget which incurred by the regional government and the town administration.

5. 3. Recommendations

Even though, there were some achievements, the problems identified in the study were deep rooted and chronic in realizing public service reform in terms of Ethiopia. The problems need general solution at a country level. However, it is possible to make some feasible suggestion as follows:

- Planning is the base for future achievements of any organization. So, the town administration should be advised to plan bottom-up approach and participatory which is community centred, flexible and innovative to fill local peoples' interest.
- There were no joint work arrangement between town administration and private sector in government program as well as in an open communication with service users and development partners; without participation of stakeholders and the community development can't be expected. So, the town administration should create the environment of joint work arrangement with private sectors in government program as well as in an open communication with service users and development partners.
- According to ECA (2003), to improve efficiency, productivity and integrity in the public service, efforts should be primarily focused on creating a culture of commitment to identify and meeting customer requirements throughout organizations and within available resources. It follows that serving the customer is more important than serving the organization.

- Sectors were not responsive to the grievance of the citizen; but, responsiveness is the centre for service delivery and good governance; thus, the town administration sectors should exercise the sense of service delivery like business organizations.
- In relation with creating confidence and trust in mind of the people by preventing abuse of power and misuse of public resource. So, the town administration has to change status-quo in preventing abuse of power and misuse of public resource and regional government should supervise and control such kind of crime to serve public choice.
- There are only two health centres for about 140,000 population of the town, even that two were not functional. So, the central government, regional government and town administration should collaborate to solve such chronic problem in order to solve local populations' problem.
- Revenue collected by town administration were not functionally used for town residents', regional state should consider the rule and regulation to overcome town administration's budget problem;
- Full devolution of authority and responsibility from town administration to sub-city and kebele even to sub-kebele level should be exercised,
- Goods supervision for local institutions and communities, training and development for local level employees of kebele administration in order to provide good service delivery functions.
- There is no capacity to administer the budget which incurred by the regional government and the town administration. So, the town administration should work in creating training and development program in order to fill the skill gap of the employees and public officials;
- Town administration cannot offer more than 5000 m² to the investors, i.e. if investors of high potential who need invest above 5000m², the town investment agency refer them to the regional board of investment commission which is contradicted to BPR document to meet the developmental investors' need with in short time; So, the regional state investment policy should be considered, instead, supervision and controlling mechanism is important ;
- Town administration is free from political arrestment from regional government and autonomous in financial aspects for planning as per local needs.

- Finally, there is tangible improvement in the expansion of small and medium enterprises that provides employment opportunity for large number of women and youths in the town administration which should be appreciated, so the town administration should work more on this as a best practice which is the way to transmit the economy from agriculture to industry.

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**Indira Gandhi National Open University School of Graduate Studies in Social Science
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Decentralization itself is neither good nor bad. It is a means to an end, often imposed by political reality. The issue is whether it is successful or not. Successful decentralization improves the efficiency and responsiveness of the public sector while accommodating potentially explosive political forces. Unsuccessful decentralization threatens economic and political stability and disrupts the delivery of public services. The objective of this study is to assess achievements and challenges of decentralization in realizing public service reform in Burayu town administration. So the respondents are kindly requested to participate in this survey study for the information is totally required for academic purpose and shall be kept strictly confidential. Please, fill free to share your comments about any specific issues you think the benefits and challenges of decentralization at Burayu town administration after local government have been established.

Thank you very much in advance for kind help and cooperation.

Section one

1. Age: A.18-30 B.31-40 C. 41-50 D. 51 and above
2. Sex: A. Male B. Female
3. Level of education: A. Below 10th B.10/12 complete C. Certificate D. Diploma E. First degree F. Second degree and above
4. Occupation: A. Government employee B. private/NGO employee C. Self employee D. Trader E. Student F. Unemployed
5. Income level: A. Less than 1000 B. 1001-2000 C. 2001-3000 D. 3001 and above

Section two.

The following items planned for assessing the achievements and challenges of decentralization in realizing public service reform in Burayu town administration. Please, respond by putting 'X' mark for response that best represent your degree of agreement to the items. Rate aspects from 1-5 scales, 1 represents the lowest and most negative impression than others, 3,represents undecided and 5 represents the highest the most positive impression. Your feedback is sincerely appreciated. Please, respond to all items.

1=strongly disagree, 2= Disagree, 3=undecided, 4=Agree, 5=strongly agree

No	Survey questions: issue related to administration and service delivery	1	2	3	4	5
6	Town administration is flexible in planning and service delivery functions					
7	Town administration is more innovative in planning and service delivery functions					
8	Town administration is society centred in planning and service delivery functions					
9	There is better coordination among town administration service providers					

10	There is close contact between the administration officials and local population					
11	Town administration participate the community in programming, project designing and implementation.					
12	There is a joint working arrangement between town administration and private sector in the program of government process.					
	Survey questions: Issue related with participation and empowerment of local community					
13	The town administration is excellent in an open communication with service users and development partners.					
14	The town administration mobilize civil society organization in development program					
15	The town administration has empowered both kebeles and communities at grass root level by letting them take ownership of their project and to make decision.					
16	There is efficient and effectiveness service provision to community by town administration officials.					
17	City government is efficient and effectiveness in resource management.					
18	There is tangible improvement in the expansion of small and medium scale enterprises					
19	Capacities of local institutions, their managerial and technical skills are well developed.					
20	Town administration sectors are more responsive for public interest.					
21	Town administration sectors are more responsive to the grievance/complaints and suggestion of the citizen.					
22	Town administration sectors offices and other employees are more accountable to public than to the top management.					
23	Town administration creates confidence and thrust in mind of the people by preventing abuse of power and misuse of public resources.					
24	There is mechanism where by public officials and other employees are accountable to the public.					
25	Information is freely available directly accessible to the public.					
26	Town administration decision making is open to the public					
27	Expenditure and audit reports are regularly conducted and information regarding these issues are accessible to public.					
28	Corrupted officials were litigated and penalized for their act.					
29	There is no room for corruption and other misbehaviour of public officials					
	Survey question three: Issues related to political and fiscal decentralization					
30	Local people monitor and evaluate the performance of the administrators than the governance					
31	Town administration has the ability to formulate and implement sound policies and regulation that permit and promote private sector development.					

32	Burayu town administration is politically autonomous.					
33	The town administration has sufficient power and capacity in control of corruption.					
34	The town administration has power with regard to taxation, funds and expenditures.					
35	The town administration has financial autonomy for planning as per local needs.					
36	The town administration is free from political arrestment from regional government.					

37. Are there any other problems which have not been addressed in the above list which you think need to be solved to realize public service reform in the town administration? A. yes

B) No

If your answer is yes specify them _____

38. Would you please suggest the possible solutions for such problems? _____

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Interview questions to the higher officials of Burayu town administration

1. What do you think about the achievements and challenges of decentralization in Burayu town administration?
2. Is your administrative system politically and administratively autonomous?
3. How far BPR and BSC as well as performance evaluation implementation is known in your service delivery program?
4. What are the major challenges and benefit you faced in decentralized system of public service delivery process?
5. What are the methods you needs and solve if you faced problem in public service delivery system?

Yunivarsiitii Biyyoolessa Indiraa Gaandii Mana Barnoota Eebbifamtootaatti Faakaltii barnoota Saaynsii Hawaasaa dame Bulchiinsa Ummataa

Bulchiinsi alwaalta'aa baay'ee gaaris mit, gadhees miti. Raawwiidhaaf akka meeshaatti kan nama gargaaru dha, dhugeessummaa siyaasaatiin safarama. Ijoon dubbii, bu'a qabeessummaa qabaachuu fi dhabuu kan mirkaneessu haala qabatamaatiin dha. Bulchiinsi alwaalta'aa gaariin fooyya'insa itti fayyadama qabeenyaa, deebii quubsaa maamila laachuu/deebisuu/akkuma waliigalaatti itti fayyadamummaa ummataatiif sababa ta'a. Karaa biraatiin bulchiinsi alwaalta'aa bu'a dhabeessi immoo kufaatii dinagdeetiif, tasgabbi dhabiinsa siyaasaatiif akkasumas itti fayyadamummaa ummataatiif yaaddoo guddaa uumuu danda'a.

Kaayyoon qu'annoo kanaa bulchiinsa magaalaa Burayyuutti hojii irra oolmaa riifoormiitiif bulchiinsi alwaalta'aa rakkoo inni qabuu fi bu'aa inni fide addaan baasuun, bu'aa inni fide akka carraa gaariitti fudhatamee muuxannoo gaggaariitti babal'isuuf, rakkoo inni qabu immoo maqsuun akka danda'amuf yaada kallattii kaa'uufi dha.

Kanaafuu, debii kennitootni qalbii gaariidhaan qorannoo fi qo'annoo kana keessatti akka hirmaattan kan afferamtan/gaafatamtan/ waan ta'eef soda tokko malee waan beektan akka kennitan kabajaan isin gaafadha. Odeeffannoon kun dhimma barnootaatiif/academic purpose/ waan ta'eef yaada, odeeffannoo, akkasumas ilaalcha keessan ifaa fi bilisaan akka guuttan gaafachaa, icitii odeeffanichaa eguuf waadaa kan seenu yoo ta'u, bu'aa fi hudhaa bulchiinsi alwaalta'insaa Bulchiinsa magaalaa Burayyuu keessatti qabu erga hojii hundi gad bu'ee maaltu akka jiru waan nuu qooddaniif dursinee baay'ee isin galateeffanna.

Walta'insa nuuf gootanii ammas deebifnee isin galateeffanna.

Kutaa tokko

1. Umrii: A.18-30 B.31-40 C. 41-50 D. 51 fi sanaa ol
2. Saala: A. Dhiira B. Dubartii
3. Sadarkaa barnootaa: A. 10ffaa gad B.10/12 kan xumure/te C. Sartafikeetii D. Diplomaa E. Digrii jalqabaa F. Digrii lammaffaa fi isaa ol
4. Hojii: A. Hojjetaa mootummaa B. Hojjataa mit-mootummaa/dhuunfaa C. Kan dhuunfaa ofii hojjetee kan bulu D. Daldaalaa E. Barataa F. Hojii hin qbu
5. Galii ji'aa: A. Qar.1000 gadi B. 1001-2000 C. 2001-3000 D. 3001 fi isaa oli

Kutaa lama.

Kanneen kanaa gadii kan karoofamaniif bulchiinsa magaalaa Burayyuutti bu'a qabeessummaa hudhaa bulchiinsa alwaalta'aa hojiirra oolmaa riiformii keessatti qabu sakatta'uudhaaf kan tarreeffame dha. Kanaaf, iddoo yaada kan koo bakka bu'uu danda'a jettanitti mallattoo 'X' akka mirkaneessitan gaafachaa, sadarkaalee 1-5tti kennaman isinif ibsina.

1=gonkumaa itti walii hin galu, 2= itti walii hin galu, 3=murteessuuf na dhiba, 4=ittin walii gala, 5=sirriittin itti walii gala

Lakk	Gaaffilee Bulchiinsaa fi kenna tajaajilaatiin walqabatan	1	2	3	4	5
6	Bulchiinsi magaalichaa karoora fi kenna tajaajilaa irratti haala gaarii irra jira					
7	Bulchiinsi magaalichaa karoora fi kenna tajaajilaa irratti kaallaqaawaa/innovative/ dha.					
8	Bulchiinsi magaalichaa karoora fi kenna tajaajilaa irratti ummata giddu galeessa kan godhate dha.					
9	Bulchiinsa magaalichaa fi tajaajila kennitoota gidduu waliigaltee gaariitu jira.					
10	Hoggantootaa magaalichaa fi ummata magaalichaa daka/gadi/ jiru jidduu walitti dhufeenya cimaatu jira.					
11	Bulchiinsi magaalichaa karoorsuu, saganteessuu, projektii addaan baasuu fi raawwachuu keessatti ummatni dammaqinaan hirmaata.					
12	Sagantaa mootummaa keessatti dhaabbileen dhuunfaa fi bulchiinsi magaalaa walitti dhiyeenyaan mar'atanii hojjetu					
	Gaaffilee hirmaannaa fi angessummaa ummata gadii/dakaatiin wal qabatan					
13	Bulchiinsi magaalichaa deeggartoota misoomaa itti fayyadamtoota tajaajila wajjin qunnamtii cimaa qaba					
14	Bulchiinsi magaalichaa sagantaa misoomaa keessatti hawaasa hunda hirmaachisee hojjechiisa					
15	Bulchiinsi magaalichaa gandootaa fi ummata daka angessuudhaan miira abbummaatiin projektota isaanii irratti akka murteessan godha.					
16	Tajaajilli hoggantoota magaalichaatiin ummatichaaf kennama quubsaa fi gammachiisaa dha					
17	Mootummaan magaalichaa itti fayyadama qabeenyaa irratti cimaa gammachiisaa dha.					
18	Fooyya'insa qabatamaan karaababal'atiinsa IMX tiin mul'ataa jira.					
19	Ijaarsi dhaabilee daka, ogummaan hoggansaa fi teekinikaa isaanii misoomaa jira.					
20	Sekteroonni bulchiinsa magaalichaa fedhii ummata bal'aa guutuuf itti gaafatamummaa qabu.					
21	Sekteroonni bulchiinsa magaalichaa komii ummata bal'aa keessummeessanii deebisuuf itti gaafatamummaa qabu.					
22	Sekteroonni bulchiinsa magaalichaa fi hojjetotni biraa hoggansa ol'aanaa irra ummatichaaf itti gaafatamummaa qabu					
23	Bulchiinsi magaalichaa angooti akka malee fayyadamuu fi qabeenyi mootummaa akka hin qisaasofne tooftaa uumeera.					
24	Tooftaan hoggantootni fi hojjetootni mootummaa ittin ummatichaaf gaafataman diriiree jira.					

