



**AN ASSESSMENT ON EFFECTIVENESS OF LOCAL LEVEL
COUNCIL IN PROMOTING DEMOCRACY: THE CASE OF GORO
WOREDA SOUTH WEST SHEWA ZONE, OROMIA REGION**

MA THESIS

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WOLKITE UNIVERSITY, WOLKITE, ETHIOPIA

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**A RESEARCH THESIS SUBMITTED TO THE
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Declaration

This thesis is my original work and has not been presented in any other institution and that all sources of material used for this thesis have been duly acknowledged to the best of my knowledge and belief.

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Acronym

DLDP-----District Level Decentralization Program

EPRDF-----Ethiopian People Revolutionary Democratic Front

FDRE----- Federal Democratic Republic of Ethiopia

NGOs, -----Non-Governmental Organizations

IDEA-----International Institute for Democracy and Electoral Assistance

PP-----prosperity party

UNDP-----United Nation Development Program

UMP-----Urban Management Program

WB-----World Bank

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Abstract

This thesis studies about effectiveness of local level council in Goro Woreda. Local council is one of the tiers of public authority that citizens first look to solve their social problems. Local council is locally elected body and it is in place to ensure the provision of social services and to make the voice of people to be heard. The government of Ethiopia in general and Goro woreda administration in particular establishes council at different level of government as a control means to ensure effective implementation of policies and programs by other government organs. However, the study conducted in the area revealed that the council did not effectively perform its role due to different reasons such as domination of the executive, lack of skilled man power, lack of commitment of members of the council and lack of resources. Therefore, this study focused to assess effectiveness of local level council in Goro woreda. In order to achieve objective of the study the researcher used purposive sampling technique and collected information both from primary and secondary sources. Different data collection methods have been employed. Primary data gathered through interview, focus group discussion and observation whereas secondary data gathered from document analysis such as minutes, reports and attendance of councilors. The data generated have been analyzed qualitatively using thematic content analysis and simple description which has been preceded by translation and transcription of the data. The study conducted in the area revealed that the council did not effectively perform its role due to different reasons such as domination of the executive, lack of skilled man power, lack of commitment of members of the council and lack of resources. By the study it was also found that the executive supremacy over the council forced the decisions and actions of the council to be in line with the interest of the executive, thus the council was not responsive to the needs of local community. In a nutshell, the council was hampered by a lot of challenges and was not effective in playing its role in providing social services and promoting democracy, therefore, it is recommended that the council should be free from insignificant intervention of different bodies and the activity of council should be accountable and transparent to the people. In addition to this councilors need to be committed to public interest and perform their role in accordance with the constitution to make the council independent entity.

Key Words: Local, Council, democracy, government, woreda

Chapter One

Introduction

1.1. Background of the Study

The very origin of modern local government was part of the libertarian trends in the first half of the 19th century. Liberty for the local communities to develop according to their own preferences was a powerful ideological element in the introduction of local government system in most European countries. Local self-government was perceived to be an expression of freedom of society. The creation of local self-government in the first half of the last century in Scandinavian as well as other countries was a deliberate attempt to limit the intrusion of central government in the affairs of local communities (Tasneem, 2015).

The main rationale for opting for decentralized system of governance is the need to create democratic system at local level. Democratic local government exists when it is participatory, accountable and responsive for local interests. In order to create such a democratic local government, therefore, local government should be constituted by elected official rather than by centrally appointed officials (Zemelak, 2008).

A federal form of government promotes decentralized decision making and, therefore, is conducive to greater freedom of choice, diversity of preferences in public services, political participation, innovation, and accountability. It is also better adapted to handle regional conflicts (Boadway, 2008).

There is consensus in development circles today that promoting democracy at the local level holds the key to reducing poverty, improving service provision and successfully undertaking other initiatives that fall under the general rubric of development. However, while the emphasis used to be placed on electoral and representative democracy at the national level, increasing attention is now being directed at citizen participation and efficient, transparent and accountable systems at the local level following realization that previous interventions have not translated into much improvement in the livelihoods of ordinary citizens (Nsubuga, 2008 cited by Mesfin, 2013).

The existence of local government has always been defended on the basis that it is a crucial aspect of the process of democratization and intensification of mass participation in the decision-making process. No political system is considered complete and democratic if it does not have a system of local government (Zemelak, 2008).

In any country of the world, poor or rich the need for citizen participation in any of the affairs of the nation is not questionable. Especially in developing countries like Ethiopia, economic development and participatory democracy cannot be fully achieved without popular public participation in all the socio economic and political life of the country (Mulugeta, 2005).

Presently, Ethiopia is one of several African countries that are currently engaged in implementing decentralized system. Ethiopia engaged in the package of decentralization passed through a transitional period before the adoption of 1995 constitution. Gradually, after the constitution was adopted, power has been decentralized to local governments. This system consists of several interrelated between National and sub-national in policy making and fiscal administration (UN-Habitat, 2002, JoBell, 2004).

The FDRE constitution created federal state structure. Accordingly, there are eleven regional states and two city administration in the federal state of Ethiopia. In regarding with this, Article 50 of the 1995 Constitution allows each regional state to decide on its own local government structure so that the local governance system of each region could be rooted in its socio-economic circumstances (Constitution of FDRE, 1995). FDRE constitution Article 50/4 mentions that:

“State government shall be established state and other administrative levels that they find necessary. Adequate power shall be granted to the lowest units of government to enable the people to participate directly in the administration of such unit (constitution of FDRE, 1995).

The government of Ethiopia in general and Goro Woreda administration in particular creates council as parliamentary control mechanism to develop good governance and to promote local democracy.

At local level woreda council prevails, which is considered as the key local units of elected government since it plays key roles in the provision of public services and enables the people to govern themselves in their local areas.

Local self-government outlines the right and the ability of local authorities, within the limits of the law, to regulate and manage a substantial share of public affairs. In a local democracy this right is conferred to councils or assemblies composed of members freely elected by secret ballot and directly accountable to their own local constituency. This adheres to the principle of subsidiarity, which ensures that problems are addressed by those institutions and civil society groups that are most competent and closest to citizens. Local democracy cannot be understood as a mere subdivision of the powers of the state or state institutions at the local and regional level. Appointed representatives of the central government (without accountability to local communities) - such as prefects and regional/local commissions of the state - do not enhance the possibility of local democracy as accountability runs upwards to central government.

The European Charter on Local Self Government of the Council of Europe sets a useful list of the core principles of local government, which include:

- Full and exclusive exercise of power: in accordance with the law, local authorities' prerogatives should not be undermined by the central or regional level;
- Appropriate financial compensation: local authorities should receive adequate financial resources, proportional to the exercise of the office – alongside budgetary autonomy – local authorities should control their own financial resources, which should partly derive from local taxes and charges;
- Self-determined administrative supervision: any administrative supervision of the local authorities' activities by other bodies may be exercised only if in compliance with the law;
- Legal protection: local authorities may have recourse to a judicial remedy in order to secure free exercise of their powers and respect for principles of local self-government. The legal and structural profile of local democracy should be embedded in a broader community approach to be successful. This implies a participative approach to local decision-making, involving

different people in the community through practices such as participatory budgeting at the local level or citizens' panels.

Accordingly, the woreda council exist at Goro woreda administration which is established with the aim that to oversee the woreda's overall service provisions and to make the people active participant at the grass root.

Therefore, this study seeks to assess the extent of effectiveness of local level council in the promotion of democracy and provision of services.

1.2. Statement of the Problem

Over the last two decades, democratic decentralization became a central pillar of development discourses and practices in Africa as well as in other developing countries (Kena, 2016).

The Federal Government of Ethiopia empowers Regional State governments to organize local administrative units, and determine powers, functions and procedures of local governments at Zonal, District and Kebele levels (1995 FDRE Constitution article 50). It devolves adequate powers to the lowest units of government thus enabling the people to participate directly in the administration of the aforementioned local units. This reveals the political will of the national government at least of its constitution. However, true decentralization of power, of course, depends on the process established and what is practiced on the ground (Melkamu, 2015).

In FDRE, the government structure at regional, zonal, woreda and kebele level follows the same tripartite structure-an elected head of administration, a council with an executive committee, and a sector bureau. In Ethiopia, local governments (Woreda), there are councils; formed as part of the strategy to introduce local democracy, elected by direct election and universal suffrage and meant to oversee executive policy implementation, service delivery and hold the local bureaucracy accountable for its performance (Yilmaz and Venugopal, 2008).

The Oromia Regional Constitution mentions that the structure of the Oromia Regional state consists of the regional government, zones, districts and kebeles (Oromia Regional Constitution, Art.45).The woreda council is the legislative branch of woreda administration and the highest government organ of the district. Members of the woreda council are directly

elected by the residents of the woreda and accountable to the people who elected them (Oromia Regional Constitution, Art.78 and 79).

The prevalence of democracy at local level is vital for social, economic and political aspects of the society. One way in which local democracy can be promoted is that through strengthening locally established institutions such as local council. Even though there is elected council in Goro woreda that is expected to be functioned as the highest government organ at the woreda levels it mostly was not doing to the level expected in contributing to promotion of democracy and responding to community needs. Some of the woreda executives engage in corruption and doing for personal benefit at the expense of the people. The woreda council has to be able to question them.

There is scarcity of researches conducted on effectiveness of local level council. To the knowledge of the researcher, some of the studies were (Mesfin, 2013, Addisu, 2013 and Awel, 2011). For instance Mesfin has conducted research on challenges and prospects of local level council in promoting democracy in case of selected woreda in Addis Ababa City Administration. Mesfin in his study focused only on the councilors to obtain the information and he used mixed research approach. Since the councilors are representatives of the people, the people know how councilors perform their activity, but Mesfin did not get information the feeling people have towards the working of the council. So, this study differs in assessing effectiveness of local council focusing on both the councilors and the residents as sample units and used mixed research approach. Awel and Addisu in their research focused on the parliamentary oversight in ensuring constitutionalism at the federal level and Oromia region respectively. Both of them less or more did not focus on the challenge for oversight. Their studies were at federal level and Oromia level, but this study focused on the woreda level. In addition to this Awel (2011) indicated that even the issue under study is neglected area of research and because of this there is scarcity of sources and discussion in the area. So the issue under study required more investigation.

Therefore, gap has been identified in the local council, between what the council is discharged for and its practical implementation in promoting democracy and provision of social services at local level. So, it is necessary to assess the effectiveness of the woreda level council through this study.

1.3. Objectives of the Study

1.3.1. General Objective

The general objective of the study was to assess the effectiveness of local level council in promoting democracy in the study area.

1.3.2. Specific Objectives

. In line with the general objective, the following specific objectives help to guide this study:

- To examine the council's performance based on its constitutional mandates in the study area
- To examine the institutional capacity of local council in the study area
- To identify local council channels of oversight executive mechanisms in the woreda
- To explore the major challenges retarding the local council effective performances

1.4. Research Question

Based on the above specific objective the researcher developed the following research questions.

- How effective is the council's performance based on its constitutional mandates in the study area?
- How is the institutional capacity of local council in the study area?
- What are local council channels of oversight executive mechanisms in the woreda?
- What are the major challenges retarding the local council effective performances?

1.5. Scope of the Study

The study has been delimited to Oromia Regional State, Southwest Shewa Zone, Goro Woreda to assess effectiveness of local level council in promoting democracy in the study area. Goro woreda was selected due to researcher's familiarity with woreda and also working there. In Southwest Shewa Zone there are twelve woredas and for geographical coverage Goro Woreda was selected to conduct this research. There were different reasons for selecting this woreda to conduct this research work. First the researcher as one of the resident of the woreda observed that when the people blame the councilors for their ineffective performance and second for accessibility of the information, it was simple for the researcher to get the information since he has lived there for long time. Methodologically the research was delimited to qualitative

research approach since the researcher believed that the method allows the respondents to explain their feeling in detail.

1.6. Significance of the Study

Effectiveness of local level council serves as a tool for development and for promotion of democracy in general and locality in particular. Therefore, the need for this study is due to the fact that improving the workings of local level council from grass root for the promotion of democracy and just provision of social services.

Generally, this study will have the following significances.

1. It will help the woreda council to identify its strengths and weaknesses in performing its roles and activities and then it enables the council to take appropriate measures to address its shortcomings/weaknesses.
2. It will help the woreda administration to analyze perception the people have regarding to performance of the council and it will play its role to strength the relation between people and council
3. It may help other researcher as an input for further study.

1.7. Limitation of the Study

Few respondents were reluctant to give the information.

The respondents were not respecting their appointments /Busy/to conduct interview.

Lack of enough financial, because I am self-sponsored Students.

1.8. Organization of the Study

The paper structured in five chapters. The first chapter deals about the proposed strategy of the study. The second chapter presents the literature review that assesses the empirical and theoretical aspects of the issues. The third chapter deals with methodology of the study. The fourth chapter deals with the analysis, presentation and interpretation of the collected data. Finally, summary of major findings, a conclusion and recommendations provided in chapter five.

1.9. Ethical Considerations

In this study all necessary ethical and legal considerations has been made throughout the study. Before going for field work official letter of cooperation has been obtained from Wolkite University. The researcher has communicated to all institutions and individual participants legally and smoothly. The purpose of the study has been made clear and understandable for all respondents. The respondents were ensured also the information that they gave would be kept confidential and it would not be transmitted to the third party.

CHAPTER TWO

LITERATURE REVIEW

This chapter deals with the review of related and relevant literatures in order to lay down the theoretical and conceptual framework of the study. The major areas the chapter deals include the general overview of local democracy, local government, especially the council. The chapter also highlights the empirical experience of some selected countries around the world with regard to local democracy.

2.1. Basic Concept and Conceptual Frame work (Characteristic of Local Government)

Local government is a multi-functional and geographic organization determined on pursuing social objectives, economic or political ones, through funds given from above or those provided by its revenues, which regulates and monitors all areas of public services within the local community (Wilson and Game, 2006). Local government is an institution, which deals with matters concerning the people living in the particular locality. It represents the microscopic interests of the locality leading to the broader concept of welfare and happiness of its people (Tasneem, 2015). Local government is the sphere of government where local authorities are allowed by law to issue acts or decisions to adjust the way of governance (Hasluck, 2010).

Local Government is that part of the government of a country which deals with those matters which concern the people in particular locality. Local government acts as the communities' housework, in that it makes our surroundings fit to live in, keeps the streets clean, educate our children, builds our houses and does all those other similar jobs which enable us to lead a civilized life (Stones, 1968).

By analyzing the definitions made to local government by different authors Aurora, 2016 put the following main features of local government.

First, this government has statutory status, therefore it is defined, recognized and functions on the basis of the laws of a country, Secondly, it has the right to decide about its own local taxes on the territory where jurisdiction extends, Thirdly, it is characterized by the right of local

community participation in decision making process or management of local affairs, Fourth, it is known the capacity to act independently from central government bodies, within the limits set by law, through the decentralization process or the principle of local autonomy, Fifth, these bodies serve the general interest of the citizens, i.e. common interest. Analysis of all the definitions given above shows that local government is a combination of several elements, such as the existence of a local authority regulated by law, the local population and a defined territory, autonomy limited by the central government, separation of local and non-local functions (Aurora, 2016).

In addition to this Aurora mentioned the importance of local government as the following.

First, the importance of this government is primarily promoting democracy, Secondly; the local government can create future leaders. This means that local government is a training period and effective enough to gain experience and knowledge on the art of government policy making governance transition to nationwide. Finally, its importance lies in the fact that it serves as a communication tool and an intermediary between the central government and the people or community. Thus requirements of citizens are transmitted to the central government by local government bodies and on the other hand the central government policies are made known to the public through local government organs. This two-way relationship makes possible a close relationship between people and high levels of government (Aurora, 2016).

2.2. The Role of Local Government

The role of local government is viewed in the context of the overall role of government per se. A particular advantage of local government lies in its ability to arrange for the provision of local public goods in line with local tastes and preferences. A number of arguments suggest that local governments should be assigned adequate powers of local taxation to finance their expenditure responsibilities rather than having to rely on central government grant (Watt, 2006).

The local government institutions have come to play an important role not only in promoting the democratic values but also in accelerating the pace of development. Being elective in nature, they have allowed effective participation and involvement of the local citizen in the development of the local areas. Different dimensions of developments whether economic,

political or social becomes meaningful and real only when it stems from the lowest societies level the so-called grass-roots level (Tasneem, 2015).

The environmental form of local government includes protecting of our lives and property by an efficient police, and the planning of streets and open spaces in the interest of safety, health and even beauty, whereas the personal services include the schooling of children, the specialized work of the hospitals for accidents and diseases, and in case of need, the help of the social welfare departments. Local government came into existence for the purpose of providing the amenity to the masses (Tasneem, 2015).

According to Tasneem (2015):

Many citizens experience a feeling of helplessness when they are confronted by national or international problems. National or international affairs seem too vast and remote to be influenced by the group of individuals living in the remote area. The result is that the citizen's sense of partnership is hampered in public affairs. But at the local level, citizens have an opportunity to participate as actors in the drama.

Tasneem (2015) also listed the role of local level council as the following:

A. Source of public participation

Local government provides a platform for genuine participation of the people at the grass-roots level in the government affairs. People become active citizens through association with government and do not remain mere subjects of the government. Being closest to the people, local government is also most easily accessible to them and people can generally expect to exert influence to a greater degree on it than on the remote state or central government.

B. Political Education and Training

Participation is itself a form of political education. It teaches the mass of the population about the role of political debate, the selection of representatives and the nature of policies, plans and budgets in a democracy, Local elections are especially important. Even non-voters are likely to have their political awareness and governmental knowledge increased through the heightened media attention given to local issues and candidates during the campaign period, Councilors

and candidates through their election addresses and manifestos, have to defend their actions or propose alternative policies.

C. Dispersing Power

When people participate in government affairs, government powers are obviously shared by the people at the local level. Powers do not remain concentrated at the center. Local government is the best solution of the maxim that power corrupts and absolute power corrupts absolutely. A significant dispersal of power away from the center, by extending choice, encouraging initiative and innovation, and enhancing active participation, is likely to do more for the quality of government and the health of democracy than its centralization and concentration. The problems associated with democratic decentralization are minimal compared with problems associated with excessive centralization of power. Centralization of power means the presence and functioning of strong bureaucracy. Bureaucracy may create and provide for conditions of an effective and efficient government, which is no doubt the nature of a good government.

D. Responsiveness and Efficiency

Local government institutions increase efficiency and responsiveness of government. Elected local bodies offer the most efficient way of handling the discrepancy between needs and demands in the community as well as production of public benefits. Locally elected leaders know their constituents better than authorities at the national level and so should be well positioned to provide the public services local residents want and need. Physical proximity makes it easier for citizens to hold local officials accountable for their performance. Responsiveness of government is improved because local representatives are best placed to know the exact nature of local needs and how they can be met in a cost-effective way.

2.3. Local Government and Democracy

2.3.1. The Concept of Democracy

The word democracy comes from the Greek words 'demos' that mean people and 'kratos' meaning power. Accordingly, democracy is often defined as the rule of the people; a system that people make a rule and give decision on issues concerning them. Now a day, in the

world most people and most countries consider democracy to be the only correct and viable system of government (Becker and Jean-Aimé, 2008).

Democratic governments can take several forms, including presidential (as in Romania or Russia) or parliamentary (as in the United Kingdom, Slovakia or Spain). Others, such as Germany, Ethiopia, Nigeria, have federal governmental structures. Some voting systems are proportional while others are majoritarian. Even though there are different forms of government in a democratic system there are common principles it has which is the equality of all citizens and the right of every individual to some degree of personal autonomy (Stoker, 2001).

Supporting the development of a culture of democracy at the local level that is open, transparent and inclusive directly benefits the strengthening of democracy for all. Locally elected authorities can act to promote and establish public municipal forums, task forces, committees and structures for residents and civil society and for the strengthening of a professional and responsive civil service within municipal administrations (Baskin, 2004).

2.3.2. Democratic Local Government

Local governance refers to the institutions, which have legally and constitutionally granted a power to make decision on issues closest to the people. This definition of local governance implies that local government is the tier of public authority that found at grass root and citizens first look to solve their immediate social problems. Increasingly, in many instances, democratic governance involves publicly elected politicians, administrative officials, NGOs, and citizen-led community based organizations, all playing vital roles in managing the commons (Sisk, 2001).

The more local governance becomes democratic it also promote the democratization of the local government and make increasingly responsible to and interact with the community. Democratic local governments are more participatory, transparent, and accountable to local residents and also helps services are increasingly provided in response to citizen demand and priorities. Regular local elections or electoral accountability are one of the principles that increase the democratization process. Participatory governance, work hard to make the people actively engaged in every activity that need local people involvement. In a democratic local

government citizens are informed and provide input into key local decisions directly at the public meetings, perhaps through surveys, occasional referenda, or other means. Civil societies groups, reflecting the composition of the community interact regularly with local authorities residents tend to participate voluntarily in neighborhood improvements. In short, citizens directly or indirectly participate in every activities concern them and in decision that affects their quality of life (USAID, 2000).

A democratic local government exists when it is participatory, accountable and responsive for local interests. In order to create such a democratic local governments, therefore, local government should be constituted by elected local officials rather than by centrally appointed officials (Zemalek, 2008).

Holding periodical election of local authorities is a quintessential of democratic local governance. However it is not sufficient. A democratic system of local governance should also be participatory. Thus a system in which, the local people can take part in the decision making process of local governance system should be devised. There should be a mechanism for an ongoing process of debate, dialogue and communication between the local government authority and the community (De Visser, 2005).

Citizens' participation has many functions in developing a strong system of local self-governance, as it is a central way to build awareness of the importance of the local structures and a means of understanding the concerns and desires of the community. Research also shows that development initiatives can be more successful when there is a feeling of ownership in projects through direct involvement in the key decisions that affect people most directly (IDEA, 2001).

According to IDEA (2001) there are a wide variety of participation methods and approaches, which include the following.

Information gathering and sharing

These types of process flow in two ways: top-down and bottom-up. The top-down approach is generally the information flow from local authorities to the citizens. It can be passive, for example, opening up access to municipal archives or minutes and the records of different

departments or the municipality, or it can be the active communication of information to citizens. Active information sharing can be carried out by means of printed products, including press releases, reports, newsletters and bulletins, and in oral and visual mode, for instance, television and radio appearances, speeches and presentations. The bottom–up approach aims to provide channels for citizens and civic groups to give feedback to local government voice their concerns or request particular information. The forms it takes vary from surveys and public opinion polls to report cards, ombudsman offices, suggestion boxes and others.

Consultation

These types of approach feature structures and events that aim to consult the constituencies affected systematically together or separately on matters that affect them. After such systematic consultation, the decision makers (such as elected officials) make decisions that seek to reconcile different positions. The outcome of consultation can be binding or non-binding for the local authorities. In general, consultation, like information gathering and sharing, involves a learning component, but the element of decision making by those in positions of authority distinguishes this approach from the others. Consultative processes commonly take the form of public meetings, assemblies, hearings and so on.

Policy formulation and decision making

In the policy-formulation and decision-making processes, authority over the final definition and resolution of the issue at hand lies with the participants around the table. The policy-formulation process often involves regulatory bodies at the local level (e.g. local councils) and decision making is generally in the domain of an administrative institution and its chief executive (e.g. a municipality and mayor or city manager). In many cases citizens participate in policy-formulation and decision-making processes by means of joint committees, commissions and task forces.

Joint implementation

Often citizen participation goes beyond discussions and debates towards the practical implementation of decisions made. The forms it takes vary from volunteering (mostly by ordinary citizens) to resource sharing with civil society organizations and private businesses.

This kind of approach results in a greater sense of ownership of the process and its results for all the participants and, equally importantly, often supplies local authorities with much-needed resources both human and financial for the implementation of community projects.

2.4. Challenges of promoting Democratic Local government

One facet of a healthy local democracy is the effectiveness of government and the leadership of elected officials. But a more fundamental aspect and the more important one to funders is the broader relationship between citizens and the institutions that provide services, make public decisions, and react to people's concerns (Leighninger, 2009).

One of the great challenges ahead for the building of effective local democracy is to furnish elected local authorities with sufficient and meaningful discretionary powers to enable them to represent their populations. Meaningful discretion in the hands of leaders will provide local populations with the motivation to engage as citizens (Ribot, 2011).

There are many challenges facing local governance in trying to ensure an effective balance between participatory and representative forms of governance. At one level, there are institutional barriers, at another level the interests of elected representatives can often reduce the effectiveness of participatory engagements as these public representatives feel threatened by such engagements. Political partisanship and interference is commonly cited as a problem, where, in many contexts the overriding will of political parties dictates decision-making processes and affects the ability for participative processes to work. In many municipalities, the fairly rapid turnover of elected representatives means the quality of such representatives is not very good, with low levels of institutional memory and poorly capacitated leadership (IDEA, 2014).

On most continents a major theme emerging in the literature revolves around the way in which local elites (private businesses, political parties, etc.) control the local elections and developmental processes through patronage and other manipulative means. Montero (2011), for example, shows how for an initial period, conservative political machines controlled governments in the Brazilian northeast by distributing patronage through clientele networks. A lack of active citizenry and voter apathy is a constraint to local governance. This can be a result of citizens feeling powerless and unable to see the impact of their participation. In

Eurasia, for example, almost no country in the region has high levels of citizen participation for social reasons, and due to economic, political and legal barriers. In the Middle East and Western Asia, too, there is a notable absence of clear, sound and powerful frameworks for empowering community members to effectively partner the local and national elected elite in the management of public affairs (Ayoub, 2010).

2.5. Local Democracy and Governance in Africa

2.5.1. Experience of Some Selected Countries

The increased roles and responsibilities that decentralization has given local government have been implemented in different ways across the world, creating a wide variety of systems of local governance. In Africa, for example, has a very variable set of decentralized contexts, but in general there has been a significant increase in attention in giving local government greater powers and responsibility. More than two thirds of the Sub-Saharan countries have implemented one or more decentralization reforms (Awortwi, 2011). Of the 18 Commonwealth African countries, 14 have constitutional recognition of, or protection for, local government. All six East African countries have a decentralization polity or strategy in place (with the exception of the Union of Comoros where the strategy is in its initial phases), financing of local development from central government is in place in Rwanda, Tanzania and Uganda, and institutional arrangements are in place in all six countries (UNDP, 2012). Helmsing (2005) shows that in 19 out of 27 countries in the region, central government had the power to close down local government. Ivanyna and Shah (2013) show 18 Sub-Saharan African countries in the bottom third in their ranking of 182 countries. In 18 countries, local governments do not have the power to set their own local taxes. There are many instances of central government interventions in local government and Awortwi (2011) suggests that recentralization and a weakening of local government is likely to occur in many countries in Sub-Saharan Africa.

Below attempt is made to look at experiences of some African countries as follows:

Nigeria

In Nigeria, in spite of appearance of party competition, democracy is far from being a reality in local government administrations. The most threatening problem is that local governments

in Nigeria became a cesspool of political and administrative corruption. Indeed, it is logical to argue that local governments are to show to people the image of good governance by promoting accountability, but most of them are involved in a most crude form of corruption, which send to people a great hatred of the democracy (Olowu, 1996).

The local government is the closest tier of government to the people in Nigeria, yet the resident population in it is denied the benefits of its existence. The failure of the local governments in the area of service delivery has made the citizens to lose trust in government as an institution. In some areas, council officials are better known for the harassment of citizens than service delivery. Many Nigerians crave for change in the local government system as presently constituted in order to not only bring it in conformity with present day realities but also to make it live up to the expectations of the people who have been yearning for grassroots development. But this will however require many processes like constitutional amendments and inputs from the civil society (Yusif, 2008, cited in Mesfin 2013).

The local governments in Nigeria are generally believed to be non-independent, non-autonomous, foisted (forced) on the people by the political elites, and therefore unaccountable and inefficient in the performance of their democratic and political duties. The general feeling is that an effective local government system, that is, one which involves the local population in decision making and provides for public accountability, is generally absent (Ikeji, 2013)

Uganda

Uganda has one of the most ambitious and radical decentralization policies in Sub-Saharan Africa. Building upon a long tradition of local government structures in Uganda, the presidential policy statement of 1992 formalized and articulated the government's political commitment to decentralization (UN-HABITAT, 2002). Decentralization in Uganda is expressed first in the National Objectives and Directive Principles of the state policy, under the political objectives and in particular under the democratic principles of government. The constitution is clear that the state shall be based on democratic principles which empower active participation of all citizens at all levels in their own governance, and that all the people of Uganda shall have access to leadership positions at all levels. Specifically, the state shall be guided by the principle of decentralization and devolution of government functions and

powers to the people at appropriate levels where they can best manage and direct their own affairs. A whole chapter in the country's constitution (chapter eleven) is dedicated to the decentralized local government system. The first legal backing is entrenched in the highest law of the land. This ensures Government's commitment to decentralization as the preferred system of local government. The basic organ of local government is the district council (or city council in the case of urban areas). In the districts, there are town councils and sub-county councils. In some areas there are big towns which are municipal councils (UN-HABITAT, 2002).

Uganda's local government depends on funding from government and operates in a poor performing economy which makes it difficult for them to raise local revenue. As a result they suffer from heavy government interference. Decentralization proposes that downwardly accountable or representative local actors with significant discretionary power constitute the necessary infrastructure for effective decentralization (Ribot, 2004 cited by Jane, 2014).

Substantial powers, functions, and responsibilities are devolved to local governments by the Local Government Act. Local Governments have the powers to make and implement development plans based on locally determined priorities. They have the power to make, approve and execute their own budgets; and to raise and utilize resources according to individual priorities after making legally mandated disbursements. Similarly, local governments can make ordinances and by-laws, which are consistent with the constitution and other existing laws, ordinances and by-laws. In addition, local governments are mandated to hire, manage and fire personnel. They manage their own payroll and separate personnel systems. Consistent with the Government policy of privatization, local governments have been encouraged to work with the private sector agencies in the delivery of services. This has been done mostly in the management of markets, repair and management of roads, rehabilitation and construction of health units, classrooms, community centers, water supply and other services. The maintenance of some of these infrastructure services to a great deal depend on the community through their service user committee (UN-HABITAT, 2002).

South Africa

Local Government in South Africa assumed a critical role in rebuilding local communities, as the basis for a democratic, integrated, prosperous and non-racial society. The new local government system was to be developmental in nature, and committed to working with citizens, groups and communities to create sustainable human settlements which provide a decent quality of life and meet the social, economic and material needs of communities in a holistic way. This was supposed to take place in a framework that provided for the devolution of significant powers and functions to the local sphere of government. Not only was the new local government structure to be developmental, it was also to be decentralized. Indeed, it may be said that the two principal defining characteristics of South African local government are developmental and decentralization. Both of these features are clearly reflected in the Constitution of the Republic of South Africa (Siddle and Koelble 2016).

Economically, the central government delegated to local governments the responsibility to provide almost all public services, with the exception of education and housing. The government attempted to create strong political accountability, and hence the incentive for local governments to provide these services, through direct elections for local councilors (Hoffman, 2008 cited by Mesfin, 2013).

Under the new constitutional dispensation, South African Local government was given a critical developmental role to play in rebuilding local communities and environments, as the basis for a democratic, integrated, prosperous and non-racial society. Local government was also to be structured along decentralized lines, with municipalities being given the right under the Constitution to govern, on their own initiative, the local government affairs of their communities.

Whilst the transformation of local government has been remarkable, many municipalities are unable to carry out their developmental duties (Siddle and Koelble 2016).

Local government was faced with a daunting range of challenges. These included the creation of larger areas of jurisdiction; massive service backlogs that municipalities were tasked with eliminating; a complete re-definition of local government roles as set out in the Constitution; the devolution of several new powers and functions to local government; new and often difficult relationships between councilors and officials; new concepts of service delivery; lack

of capacity; other institutional weaknesses, such as corrupt and nepotistic practices; unrealistic expectations of senior governments and the citizenry; and a framework that was based on idealism rather than an appreciation of the harsh realities that attend decentralization processes (Siddle and Koelble 2012).

2.5.2. Challenges of local Democracy in Africa

In Africa, implementation of the decentralization process has rarely been properly planned. Many countries, especially south of the Sahara, have undertaken reforms in the field of organization of the state and public life, particularly by adopting decentralization policies. These countries have organized local elections, which have seen local authorities emerging as new public authority figures alongside the national authorities. In almost all these countries, this splitting of public authority has caused problems, as this major institutional change has not yet been reflected in the behavior of most national authorities. But in West and Central Africa, apart from Mali, Senegal and Burkina Faso, there is no real plan to implement decentralization, which seems to rest on policy announcements. And in North African countries the autonomy of local government is still restricted overall in relation to the central state (UCLG, 2007).

Thomsan (2004) mentioned some of the challenge of local democracy in Africa as the following.

Challenge	Remarks
Lack of credible opposition	Absence of a strong opposition parties that can challenge the policies and program of the ruling party; absence of alternative policy program choices required by electorate; zero-sum struggle for power.
Weak civil society	Lack of strong, dense and vibrant civic groups who will act as a counterbalance to state hegemony; such groups are expected to resist cooptation by state but, instead, provide a permanent independent check on state power; the weakness of civil society is often as a result of a lack of strong middle class with its own class interest and stake in society.

Weak economies	Productive economy needed to allow state to supply goods and service to electorate; scarce resources could persuade, even force, electorates to abandon democratic processes. At worse, citizens can be “bought” to vote for wrong choices
No separation between state and ruling party	Ruling party dominate and manipulate the political process; constitutions are regularly amended to retain power; state resources are ostensibly used to advance the interest of the ruling party; state security forces are used to coerce citizens and opposition groups
Ethnicity, religion & nepotism	Politics and governance are mitigated by divisive sectarian tendencies; democratic process (voting etc) is held hostage by the sectarian sentiments and loyalties of political actors and voters; state policies are influenced by sectarian fragmentation and sentiments.
Potentials of military intervention	There is high chance of military intervention as a result of any confusion created by political deadlock between parties.
Weak democratic political culture	Ruling elites do not respect democratic values such as rule of law and human rights; opposition parties and pressure groups are forced or induced into abandoning their role checking the excesses of state officials; weak democratic structures and values such as participation, civil liberties, voting etc.
Lack of regime change (incumbency continuum)	A sustained tradition of limited political change; regime continuity; oppression of dissent.

Source: Adopted from Thomson (2004)

2.6. Local Government and Democracy in Ethiopia

2.6.1. Historical backgrounds and Constitutional Provisions

The foundation of modern local government had established during Emperor Haileslasie I by recognizing the provincial administration. This system was highly centralized as the government appointed governors to the provincial area to act as a representative of the Imperial throne in the periphery and hence the local government unit had no authority over their budgets and could not undertake development on their initiative. In the socialist military

regime the form of government and its structure was highly centralized having less responsibility and authority to sub national levels of administration. The history of decentralization has been starting following the fall of Derge regime in 1991. After the fall of the Derg, the government i.e. EPRDF (Ethiopian People Revolutionary Democracy Front) has changed the form of government to the decentralization in the political context (Meheret, 2007).

Since 1991, the country followed a new socio-economic and political direction with a policy that potentially allowed self-determination for the various nations, nationalities and peoples. This became a framework for instituting a decentralized approach in governance (Hamdok, 2003 cited by Desalegn). The Ethiopia's decentralization policy, elaborated in the 1991 transitional charter and the 1995 constitution, was created by the Ethiopian People Revolutionary Democracy Front party (EPRDF) to devolve fiscal, political and administrative power to the ethnically organized regional governments and chartered cities to bring political stability and contribute to democratic governance, and improve service delivery. Unlike previous, heavily centralized Ethiopian regimes, the EPRDF introduced decentralized federal system, and officially allowed different political parties to compete and participate at both central and regional government levels (Taye, 2008). The first phase of decentralization has created federal state structure, consisting of 9 ethnic regional states and 2 city administrations responsible for a broad range of the country's political, economic and social objectives (FDRE, 1995). All of the regional states can be considered to have semi-sovereign status because each has its own flag, a constitution, a government, defined territory and population (Kassahun and Tegegne, 2004). This was supported through fiscal measures such as the use of a formula-driven block grant transfers and the redeployment of civil service staff to the regional states (Taye and Tegegne, 2007).

Based on the achievement of the first wave of decentralization, in 2001/2002 the government launched the second wave of decentralization to the woreda level to shift the decision-making process closer to the community level and to improve the responsiveness of service delivery. This was for deepening power to lower tiers of government to districts and urban administrations by rationalizing the powers earlier vested to Regional States. It was achieved through the District Level Decentralization Program (DLDP) and Urban Management

Program (UMP) (Taye, 2008). The process entailed enabling legislation for local governments, fiscal reform, institutional restructuring, and capacity development which the first wave of decentralization lacks. Effective DLDP implementation, it was hoped that district governments would be empowered to implement their administrative and development plans without undue interference from higher tiers of authority. Accordingly, this creates and brings situations closer to genuine local self-rule through block grants, redeployment of skilled and experienced personnel to serve in local government sector offices. In this way, district's real autonomy in activity and budgetary planning, expanded freedom of operation in terms of raising and putting to use resources originating from own revenue resources, hiring required staff, etc. could be exercised (Taye and Tegegne, 2007).

The woredas are considered as the key level of local governments, centers of development and the governments at the regional and federal levels are trying to enable rural woredas play their important roles through coordinated capacity building measures. The woredas which are the lowest and basic units in the hierarchy of the government structure are also provided with more power than it had been before to play a much greater role. Within the framework of current state structure, woredas and kebeles are constitutionally recognized as lower tiers of local government. By law, these two levels of government have elected councils and executive committees that are responsible for local governance, provision of public services and socio economic development (Meheret, 2007).

The policy of woreda decentralization has not fully achieved its target of democratic governance and participatory development. Insufficient administration and institutional capacity such as lack of well-trained local government personnel; top-down decision and authority structures afflicting the state system; absence of transparency and accountability at the local level. Limited political space for non-state actors and non-ruling party organizations to partake in governance and development and shortage of budgetary and financial resources frequently faced by woreda governments are often cited as major limitations for promoting effective decentralization (Worku, 2005; Meheret, 2007).

The federal constitution of Ethiopia provides the regional states the constituent units of the federation with the power to draft, adopt and amend their constitutions, thereby allowing each of the regional states to use its constitution, among others, to design and adopt a system and

structure of local government fitting to its circumstances. This is particularly important since the regional states differ from each other in terms of territorial size, ethnic composition and economic and social circumstances, making a one-size-fits-all approach inappropriate to the design of local government (Zemelak, 2014).

The constitution establishes several principles of intergovernmental fiscal relations. On the expenditure side, Article 50(4) institutes the principles of subsidiarity by allocating service delivery responsibilities to the lowest possible level of government. On the revenue side, however, the constitution assigns more buoyant sources of revenues to the federal government creating vertical imbalances (Yilmaz and Veugopal, 2008).

Local government, which in many federal states is an exclusive competence of sub-national units (states, cantons, or provinces), is barely mentioned in the national constitutions of most federal countries, let alone recognized as an autonomous level of government. Local government units play a critical social and economic role in many such countries. Frankly, speaking the task of defining the structure, powers, functional competences and resources of local government is left to the sub-national units, which often use their constitutions for doing so. The same is also true of Ethiopia, a formerly centralized unitary state that became a federal state about two decades ago, having created nine sub-national units and a federal city, the country's 1995 constitution made a passing reference to local government, only to instruct and authorize the regional states to establish local government and determine its tiers, powers and functions. To this and other effects, the constitution also authorizes them to draft, adopt and amend their own constitutions, thereby allowing each of the regional states to use its constitution to design and adopt a system and structure of local government fitting to its circumstances (Zemelak, 2014).

The various regional constitutions mandate a process of resource management in which the elected woreda councils are responsible for levying and setting tax rates and collecting taxes within the regional purview; preparing approving the woreda budget; and administering woreda budget. The legal structure of decentralized resource management thus identifies the woreda council as the gatekeeper of fiscal decentralization. However, in reality the zonal and regional technical bureaus call the shots (Yilmaz and Veugopal, 2008).

An overall observation of the constitutional and legal framework regulating local government reveals that local government is not adequately institutionalized to exist as an autonomous level of government. Indeed, to the contrary, some explicit and implicit provisions in the regional constitutions and statutes render local government a subsidiary structure whose function is limited to implementing centrally adopted policies. Moreover, due to inadequate finance, not only is the responsiveness of local government to local priorities stifled, but local authorities are also forced to resort to the age-old tradition of extracting contribution from local people in cash, in kind and labor (Zemelak, 2011).

2.6.2. Challenges of Local Government and Democracy in Ethiopia

In order to have the necessary flexibility in delivering services and the opportunity to respond to local demands, local governments need to have administrative autonomy. In Ethiopia, the local governments hardly seem to have any such discretion. In administrative functions such as enforcing regulatory decisions and governing the procurement system, the laws are in place providing discretionary powers to the local authorities but because of capacity constraints and party interference, de facto discretion does not exist. Local governments also seem to lack the power to control and manage their work force as all hiring and firing have to go through zonal or regional. Most of the discretionary powers are on paper only and as most decisions on laws and planning seem to be top-down arising from the party at the national level, and conveyed through the regional and zonal structures to the local level (Yilmaz and Venugopal, 2008).

At the local level as well, while the letter of the law is generally obeyed, the spirit of the law is mostly compromised. The separation of executive and legislature is blurred and all local government employees are beholden to the party administration. Women have reserved seat in woreda council but they lack voice when it comes to local planning and decision-making. While the kebele assemblies and mass association should act as mechanism of social accountability, in the current political system, they seem to function mostly as arms of central control at the local level (Yilmaz and Venugopal, 2008).

Zemelak (2011) identified three deficiencies in the regional constitutional and legal framework that render woredas and city administrations subordinate to structures of the regional states. The first is the lack of a clear division of powers between regional government and local government; in particular, between a regional government and a woreda. The federal

constitution does not provide for specific functional competences of local government except by providing generally that regional states should transfer adequate power to it. The regional constitutions provide that each woreda will have the power to plan and implement its own social services and economic development. Yet the constitutions fall far short of clearly defining the particular social service and economic matters which are within the jurisdiction of woredas. It is evident that woredas and city administrations exercise important functions relating to security, primary education, agricultural extension services and the like. Nonetheless they exercise these functions as determined by regional officials by means of political decisions that are not necessarily based on the clear principle of a constitutionally entrenched division of powers and functions.

The second problem relates to the fact that city administrations are the creation of ordinary regional statutes, not of regional constitutions. This has allowed regional states to easily amend the statutes dealing with city administration, often to the detriment of the cities' autonomy. For instance, the Oromia regional state has issued a proclamation in which it reduced the so-called third and fourth grade cities to kebele status. It also dissolved the councils of these towns. The same proclamation shifted the power to elect a mayor of all city administrations from a city council to the regional president, thereby reducing city administrations into mere administrative arms of the regional government. In Afar regional state the regional government retains the power to appoint a tenth of the members of the Samara city council, which is clearly a grave infringement of the principle of self-rule which was supposed to underpin the decentralization scheme.

The third shortcoming is that the regional constitutions and statutes dealing with local government maintain the old hierarchical structure in which woredas and city administrations are treated as subordinate structures of the regional states rather than autonomous governments. The regional constitutions expressly state that woreda is a body subordinate to the regional government. Moreover, the regional constitutions and statutes make the chief administrators and mayors of woredas and city administrations respectively accountable to the regional government in addition to their accountability to the councils of woredas and city administrations. Even worse, in Oromia the accountability of a mayor is exclusively to the regional president. The accountability of woreda chief administrators and mayors to regional

governments has opened a door for the regional governments to not only hinder the execution of the decisions of elected representatives of the local people, but also to replace local decisions with their own. This has undermined the role of the local councils as the overseers of the performance of the local executive bodies. The situation is further aggravated by the fact that, all levels of government in Ethiopia are controlled by one party, the prosperity party.

2.7. Institutional Capacity of Local Council Institution

Capacity is defined as the capability of a person, an institution or organization to perform a given task effectively, efficiently and on a continuing basis and with reduced dependence on external resources. Capacity building is therefore concerned with human resource development (people), institutional development (local government system) and the overall policy environment within which the local governments (as public service organizations) operates and interact. Capacity building can also help to determine the efficient utilization and allocation of human resources among competing demand (Nwankwo et al. cited in Vincent and Stephen, 2015).

Many African governments have adopted decentralization policy with more service delivery functions being devolved to local authorities. The functions of council as the supreme body of local authorities also changed with these devolved mandates. They are now required to review and approve local development plans and budgets, manage personnel and monitor implementation of programs. However, there is mismatch between the tasks to be performed by council and their capacities. Since councils are increasingly becoming responsible for the use of public funds, both own revenues and transfers, needed for capacity building. For instance, there should be minimum qualification requirement of councilors (Naitore, 2010).

There are many challenges facing local governance in trying to ensure an effective balance between participatory and representative forms of governance. At one level, there are institutional barrier, at another level the interests of elected representatives can often reduce the effectiveness of participatory engagements as these public representatives feel threatened by such engagements. Political partisanship and interference is commonly cited as a problem, where, in many contexts the overriding will of political parties dictates decision-making processes and affects the ability for participative processes to work. In many municipalities, the fairly rapid turnover of elected representatives means the quality of such representatives is

not very good, with low levels of institutional memory and poorly capacitated leadership (IDEA, 2014).

The ability of an organization to structure and restructure itself to adapt to changing internal and external conditions is important for maximizing organizational performance. Organizational structure is defined as the ability of an organization to divide labor and assign roles and responsibilities to individuals and groups in the organization, as well as the process by which the organization attempts to coordinate its labor and groups (Bennis, 1969 cited in Gashaye, 2014).

Human resource involves the planning, implementation and monitoring of the organization's labor force. Another way of looking at the organization's human resources is in terms of "human capital," which refers to the knowledge and skills of the labor force. Clearly, the human resources of any organization were its most valuable assets (Brown and Kraft, 1998 cited in Gashaye, 2014). It is related to training and recruitment of managerial, professional, and technical talent that contributes to organizational performance. Local capacity building is about empowering people to make a difference in their own communities (Smillie, 2001 cited in Gashaye). In the performance of local level council, one of the major challenges in public service delivery has been the problem related with the availability of human power both in quality and quantity (Kasa, 2015).

In Ethiopia lack of education is an impediment to councilors' capacity. A number of local elected officials do not have the capacity to comprehend accounts and reports submitted by different sectors because of inadequate education. There is no educational requirement to become a counselor. Thus the councilors often have low levels of literacy compared to the line agency heads who are salaried full-time civil servants (Naitore, 2010).

Districts were legally declared to be independent local government entities, in reality inter-governmental relationships among the region, districts and kebele administration and their lines of authority are not clearly defined. The structure is characterized by a top-down approach of control and supervision. Although not formally recognized by the law, zonal administration exerts considerable a degree of influence on district administrations. Similarly, kebele administration works under the direct supervision of the district administration (Kasa, 2015).

Citizen participation is significant in managing social institutions through labor and financial contribution. However, coordination at the kebele level to enhance the participation of the community in public service delivery is weak due to lack of clearly institutionalized structures. Though kebele structures are organized as a means to reach people at grass roots level, there is no clearly institutionalized structure for coordination and participation of local communities in decisions concerning public service delivery (Kasa, 2015). Councilors are poorly facilitated with regards to finances and infrastructure facilities. There is lack of basic infrastructure, such as well-equipped offices with computers, electricity and information management system (Naitore, 2010).

2.8. Local Council Oversight of the Executive

Local council oversight in decentralizing countries is an important component of institutional checks and balances and is a critical entry point to achieve good local governance and effective public services. Functioning local council oversight relies on the assumption that local elected representatives have more incentive to respond to the needs and preferences of local populations and that they are more downwardly accountable as compared to local bureaucrats (Naitore, 2008).

A local government where legislature has the authority to oversee the executive has a greater ability to be more responsive to the demands of the citizen. Indicators of authority of local council to oversee the legislature include the option of veto power available to the council, the degree of independence from the executive with which the council can make decisions, and the ability of the local council to establish committees to oversee the function of the executive well-designed political decentralized system should provide adequate separation of power between the executive and the legislature so that local council can effectively monitor the function of the executive (Gurkan et al, 2010).

Council oversight broadly involves monitoring of the executives' actions by the representatives of the citizens. Effective council oversight is one of the tools used by the Legislature to maintain a balance of power among the three arms of government and to assert the interests of ordinary citizens particularly against the decisions of the Executive. To put in other ways, the legislative oversight is a prerogative to scrutinize government actions. However, nowadays, lawmakers do not seem to attach the same importance to this activity

seeing it as a secondary function. Legislatures are considered paramount for the success of democracy. As the mouthpiece of the people, the legislature must ensure that the executive and its departments properly address societal problems and issues (API, 2011).

Elected local councilors, through their involvement in local council planning processes, are expected to best represent the interests of the local citizens so that citizen preferences are ultimately reflected in policies made by the local council. Ideally, such policies as are set by elected local councilor should guide the budgeting and policy implementation processes that translate into service delivery which is responsive to the citizen needs and priorities. This expectation is based on the assumption that citizens are able to influence local decision-making through their local council representatives (Naitore, 2008).

Council oversight primarily represents the power of the representative body to affect and have control over the executive and its agencies. In a democracy, this is a means of ensuring the accountability of the executive and other institutions as applicable (Mezey, 1983 cited by Awel, 2011).

The local council that represents the citizen is expected to oversee executive policy implementation and service delivery and hold the local bureaucracy accountable for its performance. However, in Ethiopia councilors occupy dual roles as full-time executive functionaries dependent on and accountable to, higher up bureaucracies as well as elected local officials. This creates conflict of interest and undermines the councilors' ability to oversee. So this may affect promotion of democracy, discouraging public participation and affects good governance and improvement of service delivery. In general, the oversight functions of councils, however, are compromised because of conflicts of interest, as cabinet members in all woredas/cities are also members of the councils (Yilmaz and Venugopal, 2008).

There is strong executive in Ethiopia and the local councils are often marginalized. The tradeoff between strong council and strong executive is between efficiency and representativeness. Strong executive model may be more efficient as decision making does not require consensus of the whole council; while strong council model may be more representative as the council members represent the preferences of their respective constituents (WB, 2009).

Woreda council has standing committees to oversee sector activities. Member of these committees sometimes lead the discussions in the quarterly meeting of the council. But their capacity and effectiveness varies from woreda to woreda. Woredas in Amhara, Oromiya, and Tigray have four committees (budget and finance committee, social affairs committee, security affairs and women affairs committee) while woredas in lagging regions such as Afar are likely to have no committees(Yilmaz and Venugopal, 2008).

There is usually a monthly reporting on finances and fiscal activities from sectors to council, which provides the basis of discussions in quarterly meeting. Although the consolidated woreda accounts are presented annually to the woreda councils, discussion is said to be cursory. Budget preparation and management are mainly handled by the bureaucracy and elected representatives focus more on tax collection and labor mobilization. There are sporadic cases of councils rejecting sector plans or dismissing sector heads based on observation of councilors and committees overseeing the sector, but in general councils play an insignificant role in the planning and budgeting process (Yilmaz and Venugopal, 2008).

Similarly, the council is very passive when it comes to the oversight of procurement. It is not involved in selection and awarding contracts. Also the council neither receives any reports on procurement nor is it formally informed on who is awarded the contract and why. The other impediments to the oversight function of council at the woreda level is that councilors are often unpaid and have low levels of literacy compared to the agency heads who are salaried full-time civil servants. Another major constraint to oversight functions is the council's lack of capacity to properly overview the planning of, budgeting, and service delivery processes. The councils do not get adequate training to increase their understanding of local government decision making, which impedes their oversight role (Yilmaz and Venugopal, 2008).

CHAPTER THREE

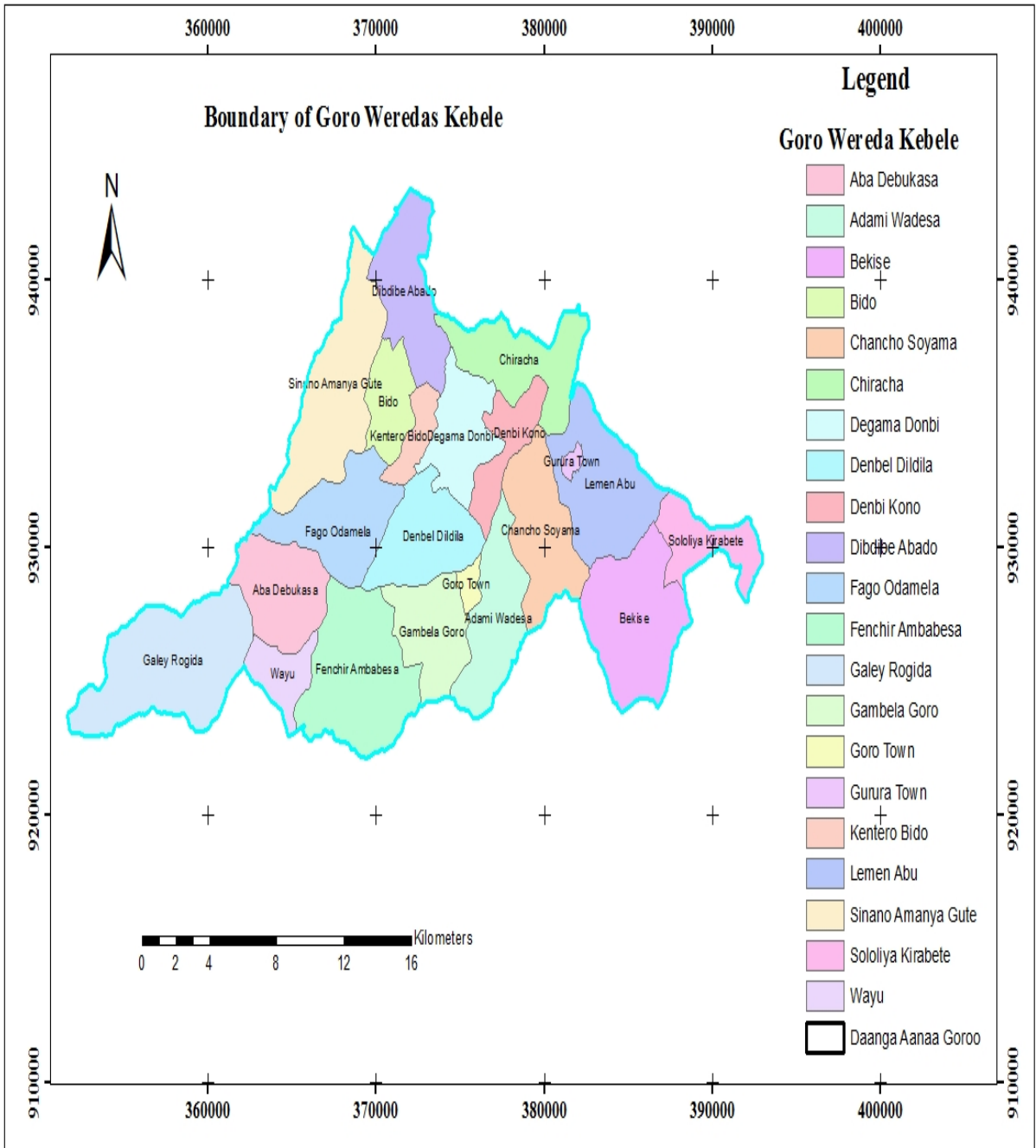
Research Methodology

3.1. Description of the Study Area

The current government of Ethiopia is made up of different regions and Oromia Region is one of the constituent regions. Government in the Oromia regional state is organized at regional, zonal, woreda and kebele level. Goro woreda is located at 135km west of Addis Ababa in south west Shawa zone Oromia regional state. The woreda is surrounded by Ameya in the north and weliso bordered the woreda to the south and east. It also bordered by Guraghe zone in the south. Goro was named by Fitawurar Aftagiorgies Dinegde during Emperor Hailesele and it was established in 1871 E.C. During derg government. Goro was known as Cabona Gurage Awuraje Goro Woreda. The nomenclature Goro is historically given to the area because of altitudinal location of the town i.e. relatively the town found in high altitude compared to other neighboring town.. The town settled on 363.47 square kilometer. The astronomical location of the town is longitudinally $8^{\circ}24'11''$ prime meridian $37^{\circ}50'52''$ Latitudinally. Goro town is far 21 km from zonal town which is weliso towards west. The populations of the woreda are 32740 male, 34075 female totally 66815. There are variety of nation and nationality. (Source Goro town administrative office).

The woreda has favorable climatic condition and hence there is enormous production of different crops especially of quality maize and teff which is marketed in Addis Ababa and cattle are also bred well. The woreda has 19 kebeles and currently there are 57 members of the council in which each of the kebele has three representatives in the woreda council.

With regard to effective democracy there is huge problem. In most of the woreda office what is observed is against effective democracy because of corruption, violation of rights, different types of unlawful practices etc.



3.2. Research Approach

This study has used a qualitative research approach. Based on the research problem and objective, in this study, the researcher found it appropriate to employ qualitative research approach. According to Myers (2009), qualitative research approach is designed to help researcher to understand peoples' attitudes, experiences and feelings as well as the social and cultural contexts within which they live. Thus, the researcher preferred to use this research method because qualitative approach enables a given respondents to express their thoughts and feelings in their own words. The researcher decided to collect the data using interview and FGD and this data collection method was match with this approach.

3.3. Research Design

In this study case study research design has been employed. Case study enables the researcher to understand the situations prevailed in certain area or institution. Thus, the case study enabled the researcher to understand how the council performs its activities by observing the prevailed condition within the council. Case study is a method that uses in-depth investigation of one or more cases of a current social phenomenon, utilizing a variety of sources of data (Victor, 2006). It is an empirical inquiry that investigates complex and contemporary societal phenomena in depth. A case study helps the researcher to study a social group, community, system, organization, and institution, in detail within their own context (Victor, 2006). Both quantitative and qualitative methods are appropriate for case study designs, and multiple methods of data collection can be applied (Nicholas, 2006). Thus, the case study approach creates an opportunity to combine different data collection techniques such as interviews, observations, FGDs and document analysis. Thus the researcher found this design most appropriate to effectively address the research questions since the focus of the study was to assess the performance of local council in promoting democracy and its challenges in the study areas.

3.4. Sampling Technique and Sample Size

Purposive Sampling technique was used for this study. Purposive sampling provides biased estimated and it is not statistically recognized. This technique can be used only for some specific purposes. In the first place, Goro woreda was selected purposively due to researcher's familiarity with woreda as he has grown and also working there. The woreda council was selected purposively based on researcher's observations, as resident of the woreda, of local council mostly not doing to the level expected in contributing to promotion of democracy. Thus, it was worthwhile to conduct systematic inquiry to understand its performance vis-à-vis its constitutional mandates, institutional capacity and related factors. The researcher used purposive sampling technique that is judgmental method based on heterogeneity and similarities to each other a smaller sample have been used. Also the research participants have been selected purposively on the basis of their specialist knowledge and positions they occupy in the research setting to get rich and quality data. Accordingly for interview, speaker of the council, 2 standing committees, 2 kebele leaders, 8 residents and 2 executives in total 15 individuals have participated in the interview process.

The speaker of council and two standing committee were selected because the researcher believed that they had better knowledge than the other member about the workings of the council. Eight residents have been taken based up on their privilege and position they have in the society. Two executives from educational and administration office were taken purposively by the researcher because these mentioned offices much more require the closest supervision of the council. Thus the selected individuals could able to tell the workings of the council regarding to supervision and other works that is expected from the council. Two kebele leaders purposively taken because they know how councilors perform in the society and sometimes they participated in the council regular meeting, thus they know how council passed some decision and made a discussion.

For FGD three groups have been made. The first FGD has been conducted with residents of Goro town. The Goro town was purposively selected because it is the seat of the woreda; and residents are believed to have relatively better awareness and diversified population. Twelve members participated in the group. These groups of individuals are selected based on their

relatives to the members of the councils and their information richness about the council. The second FGDs have been conducted with residents selected purposively from five neighborhood rural kebeles (Dembal dildila, Ademi wedesa, Gambela Goro, Leman Abu and Chanco Soyema) that Ademi wedesa has been conducted at one center based on approximately equidistance for all these kebeles. Twelve members participated in the group. Here the same is true with the first group in case of selection the individual. These groups of individuals are selected based on their relatives to the members of the councils and their information richness about the council. The third FGD has been conducted with the member of council. These groups of the respondents were selected purposively, because these members of the council were those who regularly attained and seriously perform their duties and responsibility according to the information obtained from speaker of the council and the analyzed document. Ten members were included in the group.

3.5. Sources and Methods of Data Collection

3.5.1. Sources of Data

To enhance the quality of data multiple data sources have been used for the study: a primary and secondary source of data. Combined sources of data would provide the most effective way of gaining the necessary understanding of the problem under the study.

i. Primary Sources

Primary sources are sources for firsthand information to achieve the objectives of the research. Thus, in this study primary sources include; members of woreda council, residents of the woreda, community leaders, elders, officials from government institutions at woreda level and local government bodies (Goro town municipality, woreda administration office, and kebele offices). The study used interview and focus group discussion so as to generate primary empirical data from these sources.

ii. Secondary Sources

Documents such as different legislations, recorded minutes of the council, government policy documents, academic journals, reports and other related literature have been used as secondary sources.

3.5.2. Data Collection Instruments

1. Interview

In this study the researcher has used in-depth interview to the knowledgeable key informants from the Council and the community. The interview has been conducted with speaker of the council, heads of various standing committees of the council, officials and experts from various offices in the woreda to acquire general information about overall policy issues and practice with regard to the topic of study. Also the key informants have been selected from, Goro woreda administration office, kebele leaders, local elders and knowledgeable residents from the study site depending on the information richness of the respondents. In general fifty (15) individuals have taken part in the interview.

2. Focus Group Discussion

For this study three (3) FGDs have been conducted at the study sites. The first FGD has been conducted with residents of Goro town. The Goro town was purposively selected because it is the seat of the woreda; and residents are believed to have relatively better awareness and diversified population. For this FGD the researcher purposively included participants from government employees, teachers, self-employed persons, elders, women and youth residents from Goro town. The second FGDs have been conducted with residents selected purposively from five neighborhood rural kebeles (Dembal dildila, Ademi wedesa, Gambela Goro, Leman Abu and Chancho Soyema) that has been conducted at one center based on approximately equidistance for all these kebeles. These kebeles were selected purposively based on sociopolitical reason as they are widely believed in the woreda as active and influential kebeles. The selected kebeles are active in political and economic participation and they also actively ask for distribution of social services and other rights. The participants included among others local elders, 'Idir' leaders, traditional leaders (*Abba Gadas*) and religious leaders. The third FGD has been conducted with the member of council. These groups of the

respondents were selected purposively, because these members of the council were those who regularly attained and seriously perform their duties and responsibility according to the information obtained from speaker of the council and the analyzed document. It has been taken place at the woreda. Totally in the first and second FGD twenty four (24) participants were included and in third FGD ten (10) participants were included.

In general a minimum of three FGDs have been organized by the researcher with different stakeholders in order to obtain and understand group perspectives and opinions.

3. Observation

In this study the researcher has employed non-participant observation (e.g. attending council meetings, various standing committees' follow up & supervision visits) using observation checklists. During observation attention has been paid to decision making processes of the council, the nature and level of participation of members in the council, condition of follow up and supervision of executives, etc.

4. Document Analysis

In addition to collecting primary data, the study used all other necessary documents like minutes, national and regional legislations, policies papers, relevant books and journal articles etc. to generate additional empirical data for the research. This method has been very much helpful in collecting data related to theories and practices of local council.

3.6. Procedures of Interpreting Data and Data Analysis Mechanisms

To analyze data the researcher produced an interview and FGD summary form as soon as possible after each interview and discussions taken place. The data generated have been analyzed qualitatively using thematic content analysis and simple description which has been preceded by translation and transcription of the data from recorder.

In this study, the researcher analyzed the data qualitatively using descriptive approaches of data analysis. Qualitative data gathered through interview, focus group discussions, observation and document analysis have been analyzed into a form that would make them easy to understand, interpret and manipulate by narrating, describing and explaining phenomenon,

attitudes, feelings and experiences of respondents. This would help to assess performance status of Goro woreda council in promoting democracy and its challenges in the study area.

CHAPTER FOUR

RESULT AND DISCUSSION

4.1. Council's Performance Vis-a-vis its Constitutional Mandates in the Study Area

Under this section attempt is made to examine the performance of Goro woreda council as per the mandate given to it by the FDRE and Oromia National Regional State Constitutions. For instance, Article 79 of the Oromia National Regional State constitution explained that a district council shall be the highest government organ of the district and defined the power, duties and responsibilities of woreda council and empowered it to approve woreda social service delivery, economic development, and administrative plans and programs.

4.1.1. Understanding Constitutional Mandate

For the purpose of this study the researcher asked focus group discussants selected derived from the council of Goro woreda about their understanding that they have regarding to the empowerment and power given to the council by the regional constitution, and the discussants confirmed that they did not know what is provided in the constitution as the duty and power of the council. They argued that they were not familiar with the constitution and they did not know what is set with in the constitution. When the researcher asked them to know their view regarding to budget approval the group pointed out that the council simply approve for what it asked to approve. They explained that they did not get enough and detailed explanations about purpose for which the money is allocated as they have been pressurized by executives.

In addition to this on the regular council meeting the researcher observed that in their decision making process the council members were being influenced by the executive and other stake holders because of lack of understanding of the power of the council. They mentioned that even though the council is the highest organ of the woreda, it is being dominated by the executives.

It is true that on one hand the members of the council do not know even the power that is given to the council. However, on the other hand some authors showed that even the provision of local government is not sufficiently explained within the constitution of the country whether it be in the federal or the regional constitution. For example, Zemelak (2011) identified

deficiencies in the regional constitutional and legal framework that render woredas and city administrations subordinate to structures of the regional states, as mentioned somewhere above in literature review. Similar problems prevail in the study area as explained above.

In addition to this Yilmaz and Venugopal (2008) mentioned that the FDRE constitution does not allow the local government to have enough sources of revenues.

From the above explanation it is possible to conclude that on one hand there is some drawbacks in the constitutional provision regarding to structure and power of the local government especially of the council, on the other hand even the councilors of the woreda have difficulties in understanding what is provided to the council as its power and working accordingly.

4.1.2. Some Roles of the Council in Study Area

4.1.2.1. Participation

Here the degree of participation of the councilor and the general public in the study area is assessed. One of the objectives of local government as put in the FDRE Constitution Article 50(4) is to provide democratic and accountable government for local communities. Accordingly, residents' focus group discussants were asked to indicate whether they considered their participation is necessary for effective local government. Almost all believed that it was indeed necessary, but, such processes were not effectively applied in their woreda, most were of the view that the objectives and expectations of public participation had not been achieved. Several respondents indicated that they had observed a growing distrust among the people and the member of the council because of some promised service delivery by the woreda administration left only on promise. They confirmed that people were frustrated by the fact that promise emanating from the woreda administration most of the time is not be changed to implementation and this created distrust.

The researcher asked the member of the council about how actively they participate in the council and enhances the people to participate and accordingly, those interviewed council members and focus group discussants mentioned that they were not actively participating in the council and they did not make the people to participate in the required manner. They added that even there were some members who did not participate on regular meeting of the council

frequently. The councilors mentioned that there was no benefit that the members got because of being the member of the council and they would have been hesitated to participate actively in where there was no any incentive.

The researcher also on the regular meeting of the council also observed that the participation of the councilors was less than 50% which it is out of the norm of majority rule. However, 50+1 is the required criteria to pass some decisions according to parliamentary rule. This is already what is approved by the constitution and proclamation of the country. For example, according to proclamation of Revise Oromia Regional state cities establishment proclamation No. 195/2015 the presence of more than half of the members of the council shall constitute a quorum for any meeting of the council. The attendance level should be 50%+ 1 since majority members supposed to be presented to launch discussion and passed decision. This code of conduct is acceptable for any form of councils.

Also some Minutes of the woreda council meetings referred to by the researcher confirmed that in certain council meeting less than 50% of the councillor attended the regular meeting and sometimes, meeting was held and decision passed in situation where the attendance level is below 50%. However, this phenomenon broke the democratic principle of majority rule and the code of conducts of parliament not adhered. Therefore, in the conduct of its business council need to be reverential of democratic principle and code of conducts that are acceptable to any parliamentary procedure.

Residents participated in FGD mentioned that in their woreda the people are only recipients not participant. According to them there was no mechanism in which people participate in forwarding their views regarding to planning and implementation of the government. When they were asked whether the council meeting is open for the people or not they replied that the meeting was not open for the people.

It is obvious that communities in the Woredas have the right to participate in every step of development starting from problem identification to implementation. If so working together could have built their capacities at grass roots level and develop the feeling of ownership.

The interview result reveals that the communities at Woreda level are not fully participating in the development of their own vicinity. They are not fully informed of what the Woreda administration is planning or doing rather in some places they watch all the development

endeavors of the Woredas. Administrators often notify the communities the plans developed in offices without consulting them during the planning process. They call upon the people to ask them to contribute in terms of labor, local materials or cash to implement the woredas plan. Due to this situation, even if the government calls meetings they are not ready to participate in discussions. In addition, FGD results confirm that sometimes residents do not attend the community meetings because they assumed that the woreda administrators will not consider their opinions. They prefer to keep quiet particularly for issues related to politics and governance. Some of the reasons for not participating fully could be the non- responsiveness of the representatives for most pressing issues of social services like construction of rural road, digging water wells, construction of schools closer to their villages etc.

The councilors are expected to participate actively in the woreda council and other issues since they are representatives of the people. However, as it is mentioned above the councilors even did not participate actively on the regular council meeting, so it is difficult to say the council is effective in its working. In general the degree of participation of the councilors and the general public in the woreda on issues concern them is found to be low.

4.1.2.2. Consultation

IDEA (2001) mentioned that consultancy has its own systematic affect in shaping the relation between the people and government.

Thus, attempt is made to examine if such consultancy mechanisms are implemented or not in the study area. The residents focus group discussion were asked whether the councilors made consultation with them or not and accordingly, they explained that there was no any consultation taken place between the councilor and the people. Some residents raised that the council would be able to work as a bridge between the community and the government but they failed to do so. The residents added that councilors did not inform them what was decided on the council meeting and they did not take some input from the community. The residents argued that the councilors were not acting as the representative of the people and they were not playing the role that was expected from them as the representatives of the community. They mentioned they believe that the role of the councilors was limited to giving voice to everything that they listen.

The interviewed Ademi Wadesa chairperson illustrated that member of the council of the woreda even did not participate on different meeting of the kebele. If they had participated on the meeting of the kebele they would have told to the people by then decisions passed in the council of the woreda. According to him the councilors did not only hesitate to participate on the meeting of kebele they were also not active in participating on the woreda regular council meeting.

From the above explanation it is possible to conclude that the relation between the people and the councilors who represent the large people is very poor in where there was no consultation between the people and the councilors. The councilors should be able to serve as a means of communication between the community and the government.

4.1.2.3. Responsiveness

Tasneem (2015) stated that Local government institutions increase efficiency and responsiveness of government. According to him locally elected entities know the gap of needs and demands in the people and they know their constituents than the officials at the center. In such ways responsiveness of government is improved because local representatives are at the position to know the exact nature of local needs and how they can be fulfilled in a suitable way.

However, when the residents focus group asked whether their councilors were responsive to them or not, they reasoned out that the councilors were not responsive to their needs and demands. They argued that they had a lot of problems remained unsolved for a long period of time. The residents confirmed that the councilors have some difficulties in the identification of local people needs and reporting what they observed and seen in their society to the council. Inability to do this made the councilors unresponsive to local needs. Goro town residents FGD stated there is no road within the town and because of that they faced difficulties especially during summer season by mud and flood.

One of the interviewed residents from Goro town mentioned that the woreda is resourceful, however because of high rate of corruption and problem of good governance the community of the woreda did not get the benefit that they would have to get from their resources. According to him many kebeles of the woredas were asking for the construction of rural road,

but nothing done to their question; the resources of the woreda community are manipulated by some limited executive members only, while the need of the people left unresolved. Even though such kind of maladministration is the headache of Goro woreda residents, the council members did not establish a system that make the woreda executive accountable.

The above explanation implies that the woreda council was ineffective and not functioned in accordance to the mandate given by the legal frame work. Data collected from interviewees and FGD discussants revealed that there was no active participation of the councilors and no consultation between people and councilors, whereas the question of the community left unresolved in the woreda. The councilors would able to bring question of the people to the council and enforce the administrators to answer question of the people. However they failed to do so and the council did not able to question the cabinet when they are corrupted and failed to give response to the needs of the community.

4.2. Over sight Mechanism of Local council in the Study Area

4.2.1. Supervision

Yilmaz and Venugopal (2008) argued that the councilors would be able to oversee executive policy implementation and service delivery and make the local bureaucracy accountable for its actions and decisions. However, in Ethiopia councilors occupy dual roles which this creates conflict of interest and weakens the ability of the councilors to oversee implementation of the executive. Which means one council have two membership as executive and council, so he never want to ignore when any mistake is done by the executives that oppose the constitution of the legislation/council.

It is true that effective oversight of council over the executive is decisive for developing accountability, transparency and as the whole to promote democratic system from the grass root. Accordingly, the researcher intended to know the oversight function of the council over the executive in the study area and held interview with the speaker of council. The researcher asked the channel of oversight mechanism of the council in the woreda and he responded that, the council oversees the working of the executive through supervision and reporting. He mentioned that there were four standing committees established for the purpose of supervising the activities of different sectors. These committees were: budget and finance committee,

social affairs committee, security affairs and women affairs committee. He confirmed that these committees supervise the activities of different sectors; however the oversight activity was not so much effective because of different reasons. One reason is these committees by themselves were not well committed to perform the oversight function because of absence of some incentive for those who were not members of the executive and those who were part of the executive give much more focus on the activities of the executives regardless of acting as the councilor. On the other hand when these committee members went for supervision there is no good attitude towards councilors by the cabinet and administrators. He added that sector offices did not tell full information for the standing committee about their office and they did not cooperate with the committee for the successful implementation of the activities

In addition, chairperson of budget and finance standing committee and social affairs standing committee chairperson, in their interview, illustrated that there was no favorable condition for performing their duty. They argued that leaders of different sectors did not take into consideration about the function of the council i.e. whether the supervision activities or other duties mandated to the council. The chairpersons mentioned that the executives do not respect the status of the council and although hierarchically the councilors are considered as representatives of the people with highest power, the executive considers them as an inferior to the administrative organ. Some of the justifications given for such low status of the councilor are they are unpaid, illiterate and as it is reflected at national level the executive at local level also politically empowered and more influential than peoples' representatives. Because of such problems even the interest that the standing committee has for the supervision activities was very low.

The researcher held the interview with the agricultural and educational expertise how they view the oversight function of the standing committee. Accordingly, they were of the view that the oversight function is only to keep the formality; the supervision of the standing committee is not expert based supervision. The standing committee was not well equipped with the necessary required knowledge and experience to perform supervision and other activities.

On the other hand those interviewed residents mentioned that the standing committee of the woreda council might go to the kebeles for some observation. However it is possible to say

that the impact of their supervision on the activities of the kebeles was very poor. The evidence that is given by the resident includes the observation made by standing committees on different projects which have been done and are being done. Interviewees among the residents revealed that many projects were done in very poor quality because of lack of appropriate supervision and if there was a feedback given by standing committees to the concerned body, its applicability would be in doubt. Because of this the people did not get the benefit that they would have got from supervision mandate of the local councilors. The residents said that even though they informed such difficult problem for these standing committees, their role is remained only to observe the situation silently without influencing any activities of the executive body. The researcher observation also confirmed the case after a close surveillance of a certain water project in the woreda. The water project existed in Ademi Wadesa kebele and Goro town were built and stayed for long time without giving service. Nobody is intervened to force the concerned body to finalize the water project and provide service for residents and other social service delivering institutions like schools and health centers that suffer a lot lacking drinking water.

From the above explanation it is possible to understand that the oversight function of the council was not effective; because, on one hand some councilors were executives and they did not give focus for the role of councilors and on the other hand those who were not executives lack commitment because of absence of benefit and also they were not well equipped with the required knowledge to perform supervision. The executives also did not consider the supervision activity of the standing committee since they thought that the councilors are not with good experience of performing supervision. In addition, the executive assumes itself more influential than the councilors because of its political domination and party affiliation in the government network both at regional and national level.

4.2.2. Reporting Mechanism

As the researcher got information from the speaker of council the other channel of oversight mechanism is through evaluating the report of the sector. The speaker of the council argued that different sector give their report for the council, however their report and their activities do not match each other, and it seems, probably, there is good reporting tradition to compromise poor implementation of sectorial activities.

Residents focus group discussants also argued that the council simply approve the report and implementation of the executive even if the report is against the needs and interest of the community. The discussants also added that among issues brought to council's approval, it is difficult to find a single issue left without approval. Some respondents justified the reason as the top-down government network intertwined with party affiliation politics make the executive more powerful and forced the council to pass decisions in line with the interest of the executive and the party.

By analyzing minutes of the council and other recorded documents the researcher discover that several issues brought to the woreda's executives that seek solution were not effectively dealt with and resolved even if few strong and committed councilors insist the case to be solved. However, no measurement has been taken on the executives for their failures to address community questions and the council has no power to make them accountable.

The above explanation indicates that oversight mechanism through supervision or reporting was ineffective in where there was no coordination and integration between the council and the executive; instead the executives devalue supervision activities of the council and did not contribute their role for the successfulness of the supervision and monitoring mandate of the council. The major function of standing committees of the council are conducting oversight and giving feed back to the sector offices and able to make them accountable if the executives acts in irresponsible way. However, the standing committees were unable to conduct its oversight function in significant ways due to different problems such as lack of commitment, lack of experience to make supervision, negative attitude of the executive regarding to the committee since some of the members have no salary and quality education, and most importantly the top-down hierarchical government/party network that make the executive more influential political figure than publically elected councilors.

4.3. Institutional Capacity of Woreda Council in the Study Area

Naitore(2010) indicated that there is mismatch between the tasks to be performed by council and their capacities. In the study area also this problem existed. Respondents proofed that the local council in the study area is unable to manage its own affairs as well as perform its powers and functions. The reason to this central idea is that it was proofed that there was lack

of capacity problem to perform critical functions necessary to promote community needs and facilitate service delivery.

The following capacity constraints found in the study area.

4.3.1. Human power

It is true that skilled human power is vital for the success of one institution. Accordingly, when the researcher asked Goro town FGD discussants whether they believe the councilors have the required skills to precede the need of community, they responded that the councilors have no such skills. They discussed that in their woreda there is no educational criteria to become a councilor, thus lack of education weakens councilors' capacity to perform certain activities. Several local elected officials do not have the capacity to understand accounts and reports submitted by different sectors because of inadequate education.

The group argued that the councilors even did not understand how the executives were performing their work. In rare case of understanding the executive faults, the councilors do not show any courage to take measures and correct the wrong doers. The FGD discussants confirmed that in the woreda corruption is at high rate and they did not see when the council questions the executive members for their wrong doing and rent seeking behavior. They explained that some executives used the kebele house for themselves even though the kebele house is for those who have problems. If the councilors were with good qualification they would be able to understand such doings of the executive and they struggle against it to precede the needs of the community and to promote democracy.

FGD with Council members also confirmed that most of the members of the council were with low educational status and due to this it was difficult for them to understand how executives were working by evaluating their implementation. The group pointed out that they lack experience to do different activities of the council in a required manner.

The interviewed individual from Goro town explained that most of councilors in his woreda have no quality education. According to interviewed individuals only twenty five percents of the councils are educated at Goro woreda. It is well known that the constitution also never ask level of education to be a member and to be elected as a council and what is practicing on the ground according to interviewed individual. He mentioned that in Ethiopia, even not only the

woreda councilors are unable to question the executive but also higher representatives of the people at the region are not so much effective in some activities. Because in case of our woreda we have selected individual for the regional council uneducated and the same is true for other regions. He mentioned that he believe the problem is not only councilors capacity the system of government has also its own impact, that means fusion of government organ.

The above explanation shows that the council was not with the necessary skilled man power and this retard capability of the council in performing its activities. Since there is no educational criteria to become councilors at the woreda and when uneducated come in the position some activities of council difficult for them.

4.3.2. Coordination and integration

Coordination and integration is vital for successfulness of one institution. However, when speaker of the council was asked how the council coordinately works with other offices and kebeles in the woreda he confirmed that the coordination was not good. He pointed out that most of the kebele chairpersons were not doing with the council, when they were called to participate on the regular meeting of the council most of them did not present. They did not facilitate condition for the councilors of their kebele to meet with the people. In the previous time the council invited chairperson of the kebeles to participate on the regular meeting of the council/ in case of participating by them self on the regular meeting of the council in their return the kebele chairperson invite manager of the kebele as to participate/, since managers of kebeles are more educated than chairperson of the kebeles. According to his view not only chairperson of the kebele hesitate to participate on the regular meeting of the council, but also the chairperson of different sectors of the woreda did not participate in the required manner.

In addition to this the researcher, during the regular meeting of the council, has observed that some chairpersons of different sectors who have the mandate to participate on the meeting did not participate in appropriate manner. They entered in the hall and after staying for a very short period of time (until they sign the attendance) they went back by withdrawing the meeting.

The interviewed chairperson of Dambel Dildila and Gambela Goro kebeles also explained that working relation that the kebeles have with the council is low. He argued that they have high working relation with party office and woreda administration.

From the above explanation it is possible to conclude that different stake holders those have to coordinate with the council did not coordinate well because of low emphasis they give for the working of the council. Kebele leaders and even woreda sector offices chairperson did not participate on the regular meeting of the council in the required manner. They considered the working of the council as the ordinary one and they gave emphasis for other activities and in such condition it is difficult to say performance of the council is effective.

4.3.3. Facilities

Similar to what Naitore (2010) indicated in Ethiopia councilors are poorly facilitated with regards to finances and infrastructure facilities. Such problem is also existed in the study area. Accordingly speaker of the council in the study area confirmed that different facility problem exists. The standing committee has no their own office and it is difficult for them to have some meeting and act independently. There is no suitable transportation means and it is difficult for the members of the standing committee to present at the time they are wanted and fulfill their duty in the required manner. According to him there are scarcities of different materials needed for the performance of the council. The speaker mentioned that the council has no suitable place to make public meeting with their electorate i.e. woreda resident.

The residents FGD also pointed out that there is problem of governance issues such as inability councilors to become familiar with different legislations and working in accordance with that, absence of any institutional mechanisms that allow the people to supervise and evaluate the concerned officials regarding the proper implementation of plans, lack of transparency and accountability, and lack of quality of councilors broadly existed in the council. In addition to this respondents claimed that poor community relation is the other capacity constraint. They mentioned that there is a poor relation with communities. They argued that the people are not asked about what to be done, but people should be consulted about what to be done from planning up to implementation.

To sum up, the council in the study area and its working is facing problems because of different capacity constraints such as lack of skilled man power, lack of coordination and integration between different stake holders, poor relation between community and the council etc.

4.4. Challenges Retarding the Effective Performance of Woreda Council in the Study Area

In the study area the following challenges of local council have been found.

4.4.1. Domination from the Ruling Party and the Executive

When council members, in their focused group discussion, were asked about the challenge that they faced in their attempt of discharging their responsibility they mentioned that most of the decision passed by their council is centered on the interest of executives and the ruling party. They mentioned that most of the time the ruling party and other executives start implementing programs that are expected to be approved by the council, and later on they took the issue to the council for approval for the sake of keeping the procedure. The discussants also added that the party office and the executive branch do not bother about the responsibility of the council that is given by law. In the decisions of the council influences of the ruling party and other executives is very high. The evidence for this is that, still now all agendas and issues presented to the council for approval, approved without any opposition. This shows that the ruling party and other executives influence the members of the council to approve the issues in line with their interest. The council was controlled by office of PP and other executives and it taken every direction from them. According to FDRE constitution Art 50(5) the council has the power to draft, adopt and amend the state constitution but due to influence of the executives the this constitution is not practiced.

The interviewed individual from the resident mentioned that in the council, influence of the ruling party and other executive is very high. Those decisions passed in the council are in line with the interest of the party and the executive, rather than focusing on the interest of the community.

In addition to this the interviewed standing committee of social affairs of the council, mentioned that the major challenges that the woreda council faced is that the interference of the party office and executives in the activities of the council. According to him PP office

greatly influenced the activities of the council in the name of party discipline. It proposes agenda for discussion during council meeting, and set direction about activities of the council and even determines the decision passed by the council. Not only this according to the interviewed individual if necessary the PP office change and replace the speaker and deputy speaker of the council without the knowledge of the woreda council. This implies the council is dominated by the PP office and executives and this may influence the council's activities to act effectively.

The FDRE Constitution 50(2) has been plainly stipulated the application of balance of power between the three wings of the government. However, in Goro woreda all of them are both members of the ruling party and members of the council; and party and the government are not clearly separated; there is a favorable ground to the executive to dominate the council. The council lacks power to influence the executives in where it is impossible to present ideas that oppose the interest of party and executive since it is considered as breach of party discipline, and to the extent of being committed to give priority to party concerns than addressing the problems of the people who elect them.

The dominance of the ruling party, however, in council and cabinet membership reduces the political space for non-state actors to participate in administrative and political issues affecting the locality. This has a negative implication for participatory governance and downward accountability of local governments. From the above explanation it is possible to understand that the council in the study area was under domination of the executive and the party, in which the council has no power to decide on issues autonomously, things taken place according to the interest of the party not according to the constitution proclaimed.

4.4.2. Non-competitiveness of Election and Monopoly of the Ruling Party

One of the decisive factors for the promotion of democratic system is election. Without election democracy cannot be flourished. However, in the study area some problem existed with regard to election. Accordingly when the researcher asked about the existence of opposition party in the council the Speaker of the council responded that there was no opposition party member within the council. As it is proved from the analyzed document still now there was no member of opponent parties in the council of the study area; all members were members of the ruling party.

Residents' focus group discussion pointed out that the ruling parties does not allow any other political parties to participate in the local election contest. In addition to this interviewed individual from the resident mentioned that even if certain individuals might have the interest to compete in the local election as an opponent party, the ruling party and other executives try to attack those individuals in every aspect. Because of this, the interest that individuals have to take part as opponent party in the election process is very low.

The group argued that because of lack of any real competition at the local level, all council members in the local governments belong to the ruling party. The woreda cabinet members and the woreda administrator are selected from party lists. Having multi-party system is very important to have diversified idea, to have better argumentation, for alternative policies and program. However, local government in the study area lacks the advantage of having multi-party system, in where there was no member of opponent political party.

4.4.3. Lack of Resource

Ornstein (1992) mentioned that legislature is required to have enough resources enhances it to fulfill its duties and responsibilities.

Resource is the fundamental thing that enables local government to perform its role in effective way. However, when the researcher asked about adequacy of the resource, speaker of the council responded that the council has no enough budget and resources to perform what it is empowered for. Accordingly the interviewed individual explained that the council approves the woreda administration budget, but the budget that was being allocated for the council was not enough to carry out its duty and responsibility. According to the interviewed individual the council of the woreda never used their proclaimed authority because of the executive dominancy. He stated that this condition affected the council's activities regarding to perform oversight function, awareness creation program for councilors and community, training giving, meeting preparation etc.

4.4.4. Low Educational Status of the Councilors

Education is very significant for human life and it has great role for the promotion of democratic system. However, the members of the council in the study area are with low educational status. According to the analyzed data the educational status of the council seems

like this. 7(10%) of the member cannot read and write, 26(37.6%) only can read and write, 8(12%) are 12th and 10th complete, 21(30.4%) are diploma holder and 7(10%) are degree holder. From this it is possible to conclude that, majority of council members were with low educational status. Most of those diploma or degree holders are serving in the executive leadership who more emphasis on the activities of the executive. However, the performance of the council requires well educated expertise .Because of this low educational status of the members, there were some difficulties in the council of the woreda regarding to service delivery, budget allocation, identification of needs and interests of the community etc.

4.4.5. Lack of Commitment of the Councilors

Another challenge that retards the performance of local council is lack of commitment and interest of the members. Some of the council focus group discussants stated that they have no full interest and commitment to be members of the council. Most of them explained that their initial nomination is done by the party and they accepted the responsibility either expecting incentives or fearing of punishment from the party. . As interview with a member of the council reveals some even expected membership to the council as a prerequisite or transition for being appointed to leadership positions in the executive. After they become member of the council those who got the opportunity to be assigned at different executive posts be focused on party and government responsibilities while those ignored by the party bureau become passive and non-attendants as means of expressing dissatisfaction.

Because of lack of commitment and interest they did not participate even on the regular meeting of the council. During the observation of the researcher on council regular meeting the program prepared by the woreda council indicated that the meeting begin at 3:00 morning local time, however it began at 4:40 morning local time. With regard to this when the speaker of the woreda council was asked about the attendance of regular meeting he replied that most probably the problem for low attendance of the councilors was not inaccessibility of information. Some days before the meeting they write letter both for councilors and participants without voice by mentioning the time and date of the meeting. However, they do not come; even if they come they do not come on the required time. He mentioned that this is the major challenge they being faced. The researcher also asked why members of the council reluctant to participate in the council and he replied that the problem is due to lack of interest,

being elected without interest, being busy of other works , having low level of educational status, being unaware about the role and duty of the council, lack of commitment etc.

As it is explained above, the woreda council hampered with dozens of challenges such as domination of the executive, lack of skilled man power, and inadequacy of resources and thus, due to such challenges it was ineffective in its working and promoting democracy.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATION

This chapter presents summary of the study and recommendations that could be the solution for the identified challenges in the study area.

5.1. Conclusion

Democracy can be flourished if strong and independent institutions established and work in transparent and accountable manner and strive to meet the needs of the community. However, what actually taken place in the workings of the council in the study area is difficult for the democratization process and against the needs of the community, since the woreda council surrounded by gulf of challenges.

The council is structured at local level in order to solve local people's problem and pave the way for public participation of the local communities. This can be implemented if the council members consult and discuss with the community who elected them .However, councillors did not consult their constituencies. This means that even though councillors tried to raise the community problem on a council meeting they did not take input from the society through discussion and consultation, they only raise issues that they observe and informally hear from certain community members. In this way the council conducts its activities without the involvement of woreda people. Therefore, as it was confirmed by the interviewed individuals there is no good hope for council in creating participatory and representative environment.

One of the structures of the council is standing committee and it is assigned to oversee the service delivery and the activities performed by the executives. However, the standing committees did not work properly and full heartedly due to some problem. Some of the members of the standing committee were executives and because of that there was role conflict and lack of time to act as active councilors. Others who they were not executives lack commitment and willingness since there was no any benefit for the member to energize the members. Lack of motivating factors and benefit makes councillors not to be active and alert to discharge their responsibility in both the council and standing committee business. The executives were challenging and defending them rather than accepting the comment given to

their office and the attitude they hold towards the council and the standing committees was not good and they did not understand the fact that the council is meant to help them but rather as something that detect their failure and fired them from office.

All members of the council belong to the ruling party even including participants without voice and there was no private candidates and member of opposition parties in a council. Even though councillors tried to raise issues to be addressed to solve community problems on a council meeting the absence of the any opposition party member affects alternative ideas, diversity of interest and initiators of debate over what is best for the community.

Even though the accepted norm to pass any decision in the parliament is 50+, because of low attendance of the members of the council sometimes this accepted common rule broken in the council of the study area. This condition occurred because of lack of commitment and absence of any benefit. Because the council meeting would be invalid if it takes place by less than 50+1 attendants.

One of the roles of council is encouraging public participation and informing the public about its work through a variety of channels and make the council meeting open for the people. To do this there should be system installed in the council working procedure to inform the public. According to interviewed residents meeting and discussion of the councils were not open to the community and to the concerned stakeholders. Interviewed community members also mentioned that meetings were not open to the people and office of house of the speaker did not furnish them information about the activity, decision and performance of the council. The researcher also understood this during the observation of the council's second and third regular meeting.

To successfully achieve democracy in particular in local area and generally in the country wide there must be harmonious and cooperative environment between different organs of government and stakeholders. However, what was being taken place in the study area was not taken place accordingly. There was the domination of PP party and other executive over the council which this lags behind the activities of the council and contributed to the ineffectiveness of council in its working. The council is the highest organs in the woreda administration, however the power balance in the woreda is more likely resemble to the

executive and the party office of the woreda. This fact is reflected in the situation that mostly PP office of the woreda and sometimes cabinet members set agenda for the council meeting even without the consent of the council. In addition to that according to information from interviewees PP office of woreda administration practically has the power to remove the speaker and deputy speaker of the council without knowledge of the council. Since the speaker of the council and cabinet members belongs to the same party they could do the removal through the internal working procedure of their party.

As it was discussed in the previous chapter there are a lot of challenges that the woreda council is encountered and the researcher summarized it as the following. Even though the regional constitution empowered the council with some power, councilors had some difficulties in understanding what is provided in the constitution and working accordingly. The woreda regular council meeting held one time three months. At the regular meeting of the council some of the members did not attend the meeting because of lack of commitment, interest and misunderstanding. This condition lag behind the effective performance of the council since representativeness required active involvement.

The oversight function of the standing committee was not functioned and effective, because the committee members lack commitment and motivation to perform their duty. Negative attitude of the executives towards the standing committee was also the other reason for the ineffectiveness of the standing committee oversight function. As the interviewed individuals argued council in the study area could not able to precede the needs of the community who they represent. Even though the basic role of the council is solving the community problem the council in the study area was failed to do so.

Most of the members of the council were with low educational status. However, the working of the council requires skilled man power since some activities in the council are difficult to perform them. Identifying the needs of the community, budget allocation of the woreda, community development program, planning and the like activities requires high quality skills. The relation between the people and the council was very low since there was no good structural arrangement in the study area. The councilor did not have mechanisms to take input from the people and to announce the implementation to the people. There was no means in

which the councilor informs about the working of the council. The meeting of the council was not open for the people.

There was lack of resources to perform the activities of the council in the required manner. According to the interviewed chairperson of the council they could not able to give the necessary training for the council and they could not able to motivate the councilor by some incentives to make them active participant in council performance. All of the members of the council in the study area were member of the ruling party. There was no opposition party in the council. According to the interviewed individual one who has the interest to compete as an opponent party is demoralized and attacked in some circumstances instead of initiated and supported. Thus, this led to the absence of diversified idea, alternative policies and programs, better argumentation and debate which all are the fruit of having multi-party system. The study shows that residents of the woreda have no trust on the council and according to majority of the respondents the reason for this was councilors were not committed to improve the life of community, councilors put party interest before the interests of the community since they were dominated by the party, and councilors did not frequently consult their constituencies.

Finally it is possible to conclude that the internal working system of the council encountered with many problems since high domination of the executive prevailed and this by its turn led to ineffectiveness of the council in the study area, and this also led to unfruitful practice of the essence of democratic system such as transparency, accountability, responsiveness, participation and others.

5.2. Recommendations

Based on the identified findings, the following possible recommendations made for better working of the council in Goro woreda. Councillors are elected by the people and they are representatives of the community. They have the opportunity to raise problems of the community at least on a council meeting. So they must consult their constituencies to get input for decision and they have to invite community members to furnish the necessary information that could be used for decision. They must be sensitive to public problem and needs, feel responsible for satisfying those needs and problems and realize their accountability to the public. This needs frequent interaction between councillors and the electorate. So the woreda

council should have to arrange the program and facilitate the necessary condition for the councillor's discussion with their constituencies.

The council's greater emphasis has been placed on the ability of assemblies to constrain or check government power. It is for the same reason that the concept of check and balance is used when looking at the three arms of government especially parliament that has to scrutinize and oversee the activities of the executive and the judiciary. Thus, the oversight function of the standing committee must be strong and effective and show direction of improvement. In order to make the oversight function of the standing committee effective the woreda council have to take corrective measure encouraging and giving awareness creation training to the standing committee members and put in position councillors those who are active and committed for the performance of the oversight function of the standing committee. In addition woreda council and woreda administration must work cooperatively in order to change executive's negative attitude and refusal to accept the standing committees comment and feedback. Moreover the woreda council has to use the power given to it by the constitution and proclamation effectively. The council has to learn able to make fail the reports of the executive if it is against the needs of the community.

The woreda council is the highest organ of the government at the woreda level and it is discharged with many functions to perform. However the members of the council are unpaid, so in order to increase the motivation and commitments of the councillors the regional government has to allocate budget and pay them. So, creating awareness and giving some incentive at least during council meeting is important

Council at woreda level conducts regular meeting quarterly and the attendance of the councillors must be at least 50+1. However, sometimes as it was mentioned before the attendance of the councillors less than 50+1 which it is out of the norm of parliamentary system. Some members were unable to attained regular meeting primarily because of lack of motivation, lack of time and role conflict. So the woreda council must select time and date which is suitable to majority of the councillor and inform the councillors about the council meeting few days before the meeting by using different method to increase attendance of the councillors on the meetings.

Promoting public participation is one of the roles of the council. However, the regular meeting of the council in the study area was not open for the community. As it is possible the woreda council has to work to make the meeting open for the community. To do this the woreda council should be able to work with the woreda communication office to inform the public about the council's meeting and decision by using variety of channels.

To achieve democracy successfully from the grass root level there must be high integration and coordination between different organs of government and other stakeholders. However, what was observed in the study area was not meet these criteria. The woreda council and the executives were not well integrated; there was no harmonious relationship between them. So, the principle of check and balance of power and the culture of working in collaboration must be applied between woreda council and woreda administration.

Free, fair and regular election is one of the principles of democracy. In a democratic system there should be multi-party system and playing field must be fair and equal to all political parties. So the federal and regional government as well as local government must create suitable condition in the process of election and what might be obstacles to the needs of opposition party to be removed and they should have real chance of winning. Thus, public confidence over election and active opposition involvement in the contest will be improved in the next term of local council election.

The council should be well equipped with the necessary skilled man power and resources and this helps the council to effectively review plan, community development program and budget of woreda administration.

The last not the least intervention and domination of the party, other executives and higher officials must be abolished and the council should be able to act as an independent entity in its working.

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Appendix: Interview

Interview questions for speaker of Goro woreda Council and staff of house of speaker.

1. How do you evaluate the performance of woreda council in practically playing its role in promoting democracy? If you evaluate its performance as poor what are the reasons for poor performance?
2. How do you describe the independence of the woreda council from the influence of the executives and higher officials? Is the council free to propose its agenda?
3. How do you evaluate the overall activities of the standing committees? Are they effective in conducting their work? What challenges they face and how woreda council works to solve such problems?
4. Does woreda council has necessary man power and resources to perform its role? If it has no, what might be the solution?
5. How do you describe the relation woreda council has with woreda administration and higher officials? Is their relation equal, fair and transparent?
6. What challenges does woreda council faces in conducting its constitutionally granted power?

Gaafannoo Afaanii

Gaafannoon kun Af-yaa'ii mana maree fi ogeessota waajjira Af-yaa'ii fi mana maree Aanaa Goorootiif qophaa'e

1. Manni marichaa , gahee isarraa eegamu bahuun dimookiraasii cimsuu ilaalchisee akkamittin madaalta?Hojiin isaa quubsaa miti yoo ta'e sababni isaa maali?
- 2.Bilisummaa manni mare dhiibbaa qaama raawwachiistuu fi hoogganttoota olaanoo irraa qabu akkamitti madaalta?Manni marichaa ajandaa mataa isaa qopheeffatee socho'uu irraatti bilisummaa qaba jettee yaada?

3. Bu'aa qabessummaa hojiilee koreewwan dhaabbii mana maree akkamitti madaaltu? Bu'aa qabeessa yoo ta'uu baatan rakkooleen isaan mudatan maal fa'i? Manni maree rakkoolee koreewwan dhaabbii mudachaa jiran furuuf qaama dhimmi ilaalatu wajjin akkamitti hojjachaa jira?

4. Manni maree humna namaa fi leccaalloo hojii isaa rawwachuuf isa dandeessisan gahaa ta'e qabaa? Yoo hin qabu ta'e furmaanni isaa maali jettanii yaaddu?

5. Hariiroon manni maree bulchiinsa aanaa fi hoggansa olaanoo wajjin qabu maal fakkata? Hariiroon isaanii kun walqixa, haqa qabeessa fi iftooma kan qabuudha?

6. Akka waliigalaatti rakkooleenii fi gufuuwan mana maree mudatan maali fa'i?

Interview Question for chairpersons of standing committee members

1. What are the roles of the standing committee in promoting democracy? Does the standing committees are effective in playing their role? If not what do you think the reason is?
2. In order to increase the effectiveness of the standing committees' function what support is given from woreda council and woreda administration? How does the support help the standing committee to make their work effective?
3. What contributions the standing committees provide to the woreda residents? Are the people happy with this contribution?
4. What are the feelings of the woreda residents on the functions of the standing committees?
5. What challenges does standing committees faces in conducting their constitutionally granted power? To solve these challenges what are being done and what is expected from members of the standing committee, the council and the woreda administration?
6. Is the working of the committee hopeful? What good opportunities the standing committees have to achieve its objective?

Gaafannoo walitti qabdoota koreewwan dhaabbii mana mareetiif qophaa'e

1. Koreewwan dhaabbii gahee isaan irraa eegamu bahuun ijaarsa sirna dimookiraasiitiif gumaachaa jiruu? Koreewwan dhaabbii gahee isaanii bahachuu keessatti bu'aa qabeessaa? Bu'aa qabeessa yoo ta'uu baate sababni isaa maali?
2. Hojii koreewwan dhaabbii bu'aa qabeessa gochuuf deeggarsi koreewwan dhaabbiitiif gama mana maree aanaa fi bulchiinsa aanaatiin godhamuuf maal fakkata? Deeggarsi kennamu hangam hojii koree dhaabbii cimsuuf gargaara?
3. Bu'aaleen koreewwan dhaabbii ummata aanaatiif hanga ammaatti buusan maal fa'i? Bu'aa argame kanatti ummatni hangam itti gammadeera?
4. Hojmaata koreewwan dhaabbii irratti miirri ummata aanichaa maal fakkata?

5. Rakkooleen akka waliigalaatti koreewwan dhaabbii mudatan maal fa'i? Rakkoolee kanneen furuuf maaltu hojjatamaa jira?Rakkoolee kanneen furuuf miseensota koreewwan dhaabbii, mana maree aanaa fi bulchiinsa aanaa irraa maaltu eegama jettanii yaaddu?

6. Hojimaataaleen koreewwan dhaabbii gara fuulduratti bu'aa qabeessa akka ta'aniif carraawwan gaariin jiran maali fa'i?

Interview questions for executive

1. How do evaluate performance of council based on its constitutional mandates?
2. How do you see the oversight of standing committee of the council over the executive? Is it effective and contribute for change?
3. To what extent council and executive coordinate to each other for successful performance of the council? Is there anything that weakens the coordination?
4. What do you think the challenges that retard performance of the council?
5. Do you think council is autonomous to make agenda and pass decisions?

Gaafannon kun qaama raawwachiistootaf kan qophaa'e

1. Hojmaata mana maree ga'ee heeran kennamef ba'uun wal qabatee jiru akkamittin madaalta?
2. Hordoffiin koreen dhaabbii mana maree qaama raawwachistota irratti taasisan maal fakkaata? Sirrii fi jijjiiramaf kan gumaachuudhaa?
3. Qindoominni manni maree fi qaama raawwachiistootni fiixaan ba'iinsummaa hojmaata mana mareef waliin qaban maal fakkaata? Wanti qindoomina isaanii laaffisu maali?
4. Hojmaata mana mareef gufuun maali?
5. Manni maree ajandaa fi murtii mataa isaa dabarsuuf birmaadummaa guutuu qaba jettee yaaddaa?

Appendix ii: Focus group discussion

Questions lead FGD with Residents

1. How do you evaluate the working of the councilors? Do the councilors consult the people to inform them decisions passed by council? Are councilors accountable and transparent to the society?
2. Do you think local council is autonomous to precede the needs of local people?
3. How do you evaluate the institutional capacity of the council? Do you think that the council is capable enough in terms of human power, coordination and facilities to be responsive to the society?
4. What do you think challenges retarding effective performance of the council?
5. How do you evaluate the overall activities of the council?

Gaafii Garee jiraattotaf Qophaa,e

1. Hojii bakka bu,oota ummataa akkamitti madaalta? Bakka bu'ootni Kun murtii manni maree dabarse ummatatti beeksisuuf ummata wajjin walga'ii ni godhuu? Ummataf ittigaafatamoofi iftoomina qabu?
2. Manni maree fedhii ummataa dursiisuu birmadummaa guutuu qabaa?
3. Ga'uumsa mana maree akkamittin ilaalta? Manni mare karaa humna namaan, qindoomina fi tajaajilawwan addaddaan fedhii ummataa dursiisuu ga'aadhaa?
4. Wantootni hojmaata mana mareetiif gufuu ta'an maali?
5. Hojmaata waliigalaa mana maree akkamittin ilaalta?

Questions lead FGD with Councilors

1. How do you see your understanding regarding the power provided for the council by the constitution and working in accordance with that?
2. How actively do you participate and consult the people to inform them decisions passed by the council?
3. How do you evaluate institutional capacity of your council in terms of human power, facilities and coordination?
4. What are the channels of oversight mechanism of the council over the executive?

What are the challenges of the council to effectively perform its activities?

Gaafii garee miseensota mana mareef qophaa'e

1. Hubannoo miseensonni mana maree aangoowwan heerri mana mareef kenne beekuuf haala kanaan hojjachuu irratti qaban akkamittin madaalta?
2. Hammam si'oominaan hirmaachuun ummata waliin wal arguun murtiwwan manni mare dabarse ummataatti beeksistu?
3. Ga,uumsi manni mare karaa humna namaa, tajaajilawwan addaddaa fi qindoominaan qabu maal fakkaata?
4. Malli to'annoo manni maree qaama raawwachistoota ittin hordofu maali? Sirrummaa isaa akkamittin ilaaltu?
5. Wantootni hojmaata mana mareef gufuu ta'an maali?

Interview question for Aba Gada,Elders and Local leaders

1. How do you evaluate the working of the councilors? Do the councilors consult the people to inform them decisions passed by council? Are councilors accountable and transparent to the society?
2. Do you think local council is autonomous to precede the needs of local people?
3. How do you evaluate the institutional capacity of the council? Do you think that the council is capable enough in terms of human power, coordination and facilities to be responsive to the society?
4. What do you think challenges retarding effective performance of the council?
5. How do you evaluate the overall activities of the council?

Gaafii Garee jiraattotaf Qophaa,e

1. Hojii bakka bu,oota ummataa akkamitti madaalta? Bakka bu'ootni Kun murtii manni maree dabarse ummatatti beeksisuuf ummata wajjin walga'ii ni godhuu? Ummataf ittigaafatamoofi iftoomina qabu?
2. Manni maree fedhii ummataa dursiisuuf birmadummaa guutuu qabaa?
3. Ga'uumsa mana maree akkamittin ilaalta? Manni mare karaa humna namaan, qindoomina fi tajaajilawwan addaddaan fedhii ummataa dursiisuuf ga'aadhaa?
4. Wantootni hojmaata mana mareetiif gufuu ta'an maali?
5. Hojmaata waliigalaa mana maree akkamittin ilaalta?