

**ASSESSING THE PRACTICES OF PUBLIC PARTICIPATION IN LOCAL  
DEVELOPMENT: THE CASE OF LIMMU GENET TOWN, OROMIA**

**MA THESIS SUBMITTED TO THE DEPARTMENT OF MANAGEMENT  
FOR THE PARTIAL FULFILLMENT AND REQUIREMENT IN  
MASTERS OF PUBLIC MANAGEMENT (MPM)**

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**MPM PROGRAM**

**JULY, 2020**

**JIMMA, ETHIOPIA**

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## **Declaration**

I, the undersigned hereby declare that this research entitled “Assessing the practices of Public Participation in Local Development: the case of Limmu Genet Town, Oromia” is my original work and has not been presented for a degree in any other university and that all sources or materials used for the thesis have been duly acknowledged.

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## **Abstract**

*The objective of the study is to assess the public participation in local development activities at grassroots level with the particular reference to Limmu Genet town administration. For research design descriptive design study was used in the study. Mixed methods research approach is applied to address research objectives. Sampling technique selected through simple random sampling method. In the study both primary and secondary data were used. For the purpose of this study, the researcher employed descriptive statistical analysis. The findings of the study indicate that there are general legal provisions about the right of the public to participate in the development of their affairs. However, there is serious gap between legal provisions and their implementation on the ground. The capacity of town administration is inadequate to facilitate participation in development. Participation in development is top-down approach in Limmu Genet town administration. The overall extent of public participation is low in Limmu Genet town administration. Therefore, the study concluded with the recommendation that if the public get favorable platform to participate in development activities and their concerns are given due consideration by the government, it has the power to solve its problems by itself. The role of government has to be limited to facilitation rather than maker and provider of local development. The town administration needs intensive capacity building that creates responsive and effective public administration. The stipulation of explicit rules and regulations is required to guide participation and the sharing of benefits of participatory development. The proliferation of community based organizations is necessary to facilitate public participation in local development.*

**Key Words: Local development, public, participation, institution, Town Administration.**

## **A c k n o w l e d g m e n t**

Above all, I would like to thank the almighty, God, for getting me accomplish this stage. In conducting this study there are very important individuals who contributed invaluable things that I will be regretful if I failed to forward my thanks from the bottom of my heart.

The first one is my advisor, Girmaw Assemie (PHD) who has been following up my achievements and correcting the draft paper from the proposal up to the final outcome conscientiously. I can really say that without his follow up and keen advice, this result couldn't have been real. Next thanks will go to my families, my father Ato Dula Dugasa and my mother W/ro Yeshimabet Niguse, for their prayer dedicated to me, financial assistance and moral support not only in this study but in all my life. My precious wife Eyerusalem Getahun for her patience, support, encouragement and trust. I would like to extend words of appreciation to my brother Chala Dula and my sister Lelise Dula for always being by my side and encouraging me.

Lastly and most importantly, I am grateful for Limmu Genet town residents for their cooperation in providing relevant data for the study; and Limmu Genet Town Administration (LGTA) workers for their generous efforts to organize FGDs, comments, ideas and persistent support throughout my field work.

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## Abbreviations and Acronyms

- LGTA: Limmu Genet Town Administration
- CBO: Community Based Organization
- CPB: Community Participation Board
- CPE: Community Participation Expert
- CSA: Central Statistical Agency
- FDRE: Federal Democratic Republic of Ethiopia
- FEDO: Finance and Economic development Office
- FGD: Focus Group Discussion
- IAP: International Association for Public Participation
- ILO: International Labor Organization
- MSE: Micro and Small Enterprises
- MPPPS: Mobilization and Public Participation Planning sub-committee
- NIEC: Northern Ireland Economic Council
- OECD: Organization for Economic Cooperation and Development
- OIADB: Oromia Industry and Urban Development Bureau
- ONRS: Oromia National Regional State
- PLCD: Participatory Local Community Development
- PLD: Participatory Local Development
- QUAL: Qualitative
- QUAN: Quantitative
- UNDP: United Nation Development Program
- UNECE: United Nations Economic Commission for Europe
- VIF: Variance Inflation Factor

# **CHAPTER ONE**

## **INTRODUCTION**

### **1.1 Background of the Study**

Public participation, the first building block of development, is a component of the process of human growth. This means that the process of public participation and its assumptions is as complex human nature because it is an integral part of human development (Theron, 2005c:120). Participatory development approach, which contains the qualities of sustainability, empowerment, self-reliance, and equity, entered the development agenda as the response to the failure of conventional top-down development approach to meet the needs and priorities of the beneficiaries of development (Shah and Baporikar, 2012). Development interventions globally have begun to incorporate into its vocabulary, notions about empowerment of the poor and participatory development as part of a strategy for poverty alleviation in the developing world (Botchway, 2001). The drive for participatory development has focused on the importance of local knowledge and understanding as a basis for local action, and on direct forms of participation throughout the project cycle (Gaventa, 2002).

Participatory development has a great contribution to the achievement of development objectives. Thus, it has become very popular, interesting and attractive in the context of urban and regional development and has recently become virtually indispensable in the discussion on development. Participation has now become an established orthodoxy in development thinking and practice (Shah and Baporikar, 2012). Participation and empowerment have gained an extensive use in policies, plans and reports of development projects. In this connection, Oakley (1991) argued that it would be a very serious, even reactionary, thing to do to propose a development strategy that is not participatory. This informs the change of development approach from top-down to bottom-up.

Participatory development brings the people to the center of development and pays attention empowerment that focused on local people, local context, and local form of power and change (Freire, 1970). Full participation of beneficiaries in the making and implementation of decisions regarding development facilitates the process of social development (Botchway, 2001). Participation provides an opportunity to ordinary citizens' voice to be heard through new forms of inclusion, consultation and/or mobilization designed to inform and to influence larger institutions and policies, referred to as localism (Gaventa, 2004). This explains the increasing inclusion of the public in policy decisions affecting their lives and in designing and implementing services, especially at the local level.

Participatory approaches aspire to reduce and circumvent the power relations involved in development and give the marginalized a voice to new levels by facilitating their involvement in the design, implementation, and outcomes of programs. Participatory approach provides practical means to facilitate empowerment by redistributing power and establishing more reciprocal relationships between "insiders" and "outsiders." Thus, it builds ordinary people's capacity to analyze and transform their lives (Chambers 1994, 1997).

Participation is a human right in itself, the exercise of which is essential to realizing other human rights. Participation in decision-making is central to enabling people to claim their rights. Participation empowers poor people to hold policy makers accountable. Effective participation creates a ground that takes into account the voices and interests of the poor (Cornwall and Gaventa, 2001). Participation helps to enhance effectiveness of decision making, implementation of development projects, and yields higher quality decisions. It improves decisions through providing an opportunity to understand and include all relevant information, views, needs, and interests. It further meets needs for greater openness in decision processes and mistrust of expert advice (Smith, 2003). As the result, participation laid the ground for making effective and efficient public policy.

The contribution and benefits of participatory development to the achievement of development objectives divert attentions of development practitioners and scholars as well as the governments towards this bottom-up approach. Participation enables those individuals and group previously excluded by more top down planning process, and who are often marginalized by their separation and isolation from the production of knowledge and the formulation of policies and practices, to be included in decisions that affect their life ( Kothari, 2001).

In Ethiopia, besides with the global shift in development perspective, there has been a tendency of policy shift with the intension to involve the public in its own development. To this end, the constitution of Federal Democratic Republic of Ethiopia (FDRE) as well as that of Oromia National Regional State (ONRS) stipulates the decentralization of power and responsibilities to local level government tiers. The Government background of its policy documents (FDRE, 2003; 2012; 2013), program (FDRE, 2002), plan (FDRE, 2016); and success of participation in achieving development goals in its performance reports. Government Media have been frequently arguing that participation is bringing the public into decision making and empowering them in all aspects.

Institutional contexts encompass policy frameworks and organizational variables which are related to participation development. The participatory development is supported by the town administration and voluntarily organized community groups and a regulation is also designed to govern the participatory development. Accordingly the study tried to assess the practices of public participation in local development activities in order to address their felt needs in local service provisions. Specifically, the researcher deals with issues such as: the institutional frameworks for community participation in local development, the natures of public participation in local development and the extent of public influence decisions regarding local development process.

## **1.2 Statement of the Problem**

Previously, tremendous contributions of public participation in local development in fostering the equality, inclusiveness and sustainability of development, it is hindered and constrained with various problems. Debates and criticism of public participation have centered on a lack of adherence to genuine participation (Cooke and Kothari 2001; Kesby 2005). Public participation has been dominated by top-down approach, in which elites dominate decision making in participatory development process (Ali Shah and Baporikar, 2012; Chambers, 1997). The public are mobilized in government sponsored projects rather than facilitating the ground in which the public initiate and manage their development. The expert domination of decision hampered real benefits to participants and empowerment in ways that enable participants to develop solutions in their own lives (Chambers, 1997).

There is typically a lack of commitment by the state to create a space for communities to have a say in decisions regarding development process (Cooke and Kothari 2001; Kesby 2005). The state failed to devise particular policy direction and specific rules and procedures that guide people's participation in local development and sharing the benefits of participatory local development. The failure of institutionalizing public participation in local development remains local people unconnected with local authorities and other organizations and reduces their participation in local development (Ali Shah and Baporikar, 2012). The administrative structure and government bureaucracies are arranged in hierarchical mode that remains 'appropriate' for top-down development approach and seldom conducive to participatory development. Government bureaucrats are leaning to rigid mode of thinking which inhibits participatory development (Botes and Rensburg, 2000; Thomas, 2013).

Although various researches were conducted on the participatory development, the assessment of empirical literature indicates gaps in addressing the aforementioned problems associated with participatory development. Literatures on participatory development inclined towards externally planned approaches and mechanism of participation and empirical studies that explore the endogenous participatory systems were limited (El-Gack, 2007).

The roles and capabilities of development facilitators were not assessed (El-Gack, 2007). In this regard, the capacity of local government as the facilitator of participatory development has not been given due consideration throughout the literatures on participatory development. They failed to deeply assesses the attitudes of bureaucrats towards participatory development and the conduciveness of administrative structure arrangement for participation (Botes and Rensburg, 2000; Thomas, 2013).

In Ethiopia, there have been limited researches that investigate approaches, nature and extents of participation. The available literatures on participation of local people in development are limited to exogenous donor driven people's participation in development (Abraham, 2002; Degefaw, 2008). Hence, this study assessing the practices of public participation in local development, the lack of literature about extent of participation in development experiences within the Limmu Genet context, up to the knowledge of the researcher this has not yet been explored and analyzed through empirical studies, so it was important to examine it at local administration level critically. Even, perhaps the best place to see, understand and explore participation is at the local level, where the concerns of the grassroots. Therefore, based on such debates, this study is designed to assessing the practices of public participation in local development activities in LGTA. It also examines the institutional frameworks, natures of public participation and extent of public participation. To assess the above raised issues, the following basic questions are forwarded:

1. What are the institutional frameworks for community participation in local development in Limmu Genet Town Administration?
2. What are the natures of public participation in local development in Limmu Genet Town Administration?
3. To what extent the public influence decisions regarding local development process?

### **1.3 Research Objectives**

The objectives of the study are explained under its general and specific details as follows.



### **1.3.1 General Objective**

The general objective of this study is assessing the practices of public participation in local development activities in order to address their felt needs in local service provisions.

### **1.3.2 Specific Objectives**

Having the above mentioned general objective, the study has the following specific objectives

- To assess the institutional frame works for the community participation in local development in Limmu Genet Town Administration.
- Explore the nature of participation in local development in Limmu Genet Town Administration.
- Examine the extent of public participation, influence decisions regarding local development process.

## **1.4 Significance of the Study**

Effective community participation needs a good understanding of our communities or the groups and individuals we work with. We need to get to know their needs, priorities, capacity and any barriers to taking action before launching into any interventions.

The main advantages associated with participatory development lay in the better knowledge of local conditions and constraints that communities or user groups possess. As the result, this study, through assessing the institutional frameworks for public participation, the nature of participation and the extent of participation, will have various significances.

This study will be used for as input in improving the community's participation in LGTA. It orients policy makers and administrators about the effect of institutional gaps and the importance of participation in empowering local people, in addition to making the implementation of

development plans efficient and effective. The development practitioners that serve the community also can observe the community response about their activity.

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

The study was conducted Limmu Genet Town Administration which is found South West of Oromia region in Jimma in Zone, using a descriptive research design. The scope of this study was forced to concentrate in terms of area coverage; participation, nature of participation, and institution. To enhance the accuracy of the study and to undertake deep investigation the area coverage of this study was delimited to urban area of the town and did not concern hinter land rural kebeles. The study was also delimited to endogenously born participatory development activities did not cover exogenous donor driven people participation being initiated by both international and local NGOs, and private sector participation in local development. The study only covered formal institutional frameworks, which were supposed to be an enabling environment for public participation.

### **1.6 Limitation of the Study**

The study was constrained by a number of factors, which include: Financial resource, lack of adequate data, unwillingness of government officials and other respondents to provide data. The study was highly constrained by financial resources throughout the process of the study. Lack of adequate previous empirical research works related to the topic under consideration in Ethiopia highly influenced the process of research work. Lack of well documented participation practices at town government highly influenced the triangulation of data generated from different sources.

### **1.7 Organization of the study**

The study is organized in to five chapters. The first chapter contains the introduction of the study. In this chapter the background of the study, statement of the problem, general and specific objectives, and significance of the study, scope of the study and limitations of the study are

included. Chapter two presents conceptual and theoretical framework systematically synthesized and organized from different related literature reviews with the issue under investigation. The third chapter is about the methodology of the study. The research design, the data collection tools, the sampling method and sample size determination, method of data analysis and presentation and other issues related with the methodology employed on the study is discussed. The fourth chapter is about the data presentation and analysis of data obtained from different sources were analyzed and reported in this chapter. The last chapter deals with conclusion and recommendation.

## **CHAPTER TWO**

### **REVIEW OF RELATED LITERATURE**

#### **2.1 Introduction**

This chapter of the study presents theoretical and conceptual underpinnings of the study. To this end, the chapter intended to systematically organize main concepts of the study and theories which guide this research endeavor. Assessing theoretical works helps to evaluate the practices on the ground. Thus, the chapter consists of basic concepts of the study, theories that guides the study, review of related works and main research gaps. The importance of this section is to operationalize the main concepts used in the study and to assess theoretical frameworks that were used to examine the practices of public participation in local development in order to address their felt needs in local service.

#### **2.2 Conceptual Framework**

The meaning of terms varies from study to study depending on their purpose and the context in which they are utilized. The precise clarifications of basic concepts make clear how they were utilized in the study. The main concepts of this study are natures of public participation in local development activities; factors determine public participation in local development and extent of participation.

##### **2.2.1 Participation**

There are a plethora of definitions of participation throughout the literature. However, the focus here is to adopt a working definition of participation in the realm of development, rather than enter the debate on its various definitions. Moreover, participation is an ambiguous concept that has different meaning to different people/organizations in different contexts. White (1996) expressed ambiguity of the term participation as follows: “The status of participation as a ‘Hurrah’ word, bringing a warm glow to its users and hearers, blocks its detailed examination”.

Okaley (1991) considered participation in the context of decision making as follows: “it is essentially to do with involving the people affected by decisions making, implementing and monitoring those decisions.” Agarwal (2001) views participation narrowly and broadly as follows: ‘At its narrowest, participation is defined in terms of nominal membership and at its broadest, in terms of a dynamic interactive process in which all stakeholders, even the most disadvantaged, have a voice and influence in decision-making’. Oakley (1995) views participation in its broadest scope as political process: “in its broadest sense people’s participation is a political process in which previously excluded classes or groups seek to become involved, have a voice in and generally gain access to the benefits of economic and social development”. Hentschel and Lanjouw (1996) pursue the transformational approach to define participation as “a process through which stakeholders influence and share control over development initiatives and the decisions and resources which affect them.” Hentschel and Lanjouw (1996) definition elaborates that participation is a means of influencing development processes and decisions as well as the means to control power over resources. The consideration of participation as power to control resources implies participation as the means of empowerment.

Ndekha et al. (2003) defines participation as “a social process whereby specific groups with shared needs living in a defined geographic area actively pursue identification of their needs, take decisions and establish mechanisms to meet these needs”. They determine participation along the overall objective of community participation that is twofold in that it is a mechanism to empower and facilitate an improvement in the lives of the world’s poor people. According to Kelly (2001) definition “participation is a range of processes through which local communities are involved and play a role in issues which affect them. The extent to which power is shared in decision-making varies according to type of participation”. He considered participation along the crucial role of power in decision-making.

Others emphasize the basic requirement of involvement in decision-making in their definition of participation. Accordingly, (White 1981) determined participation as ‘involvement of the local population actively in the decision-making concerning development projects or in their

implementation'. Eyben and Ladbury (1995) put participation as 'a process whereby those with a legitimate interest in a project influence decisions which affect them'. Devas and Grant (2003) define participation as 'citizen participation is about the ways in which citizens exercise influence and have control over the decisions that affect them'.

Despite diverse meanings of participation, for the purpose of this study participation is operationalized as a process through which the public involved in and has influence on decisions related to development activities that affect them. This implies that development activities will address their needs and that all phases of the development process will be characterized by active involvement of the public.

#### **2.2.1.1 Participation: a Means or an End**

The conceptualization of participatory approaches has often revolved around whether participation is an end or a means throughout the literatures (Oakley et al., 1991; Nelson and Wright, 1995; Parfitt, 2004). The debate has occurred on broader goals that participation is intended to achieve (Mohan, 2001). For Parfitt (2004) the debate regarding participation as a means or end arises from "...different perspective on the rationale for participation". However, Parfitt (2004) indicated that participation as a means has different political implication than participation as an end "...Whereas participation as a means is politically neutral insofar as it does not address such power differentials, participation as an end has an emancipatory, politically-radical component in that it seeks to address unequal power relations".

The arguments regarding participation as a means envisages the use of local participation instrumentally to improve the efficiency and cost-effectiveness of development process and practices (Nelson & Wright, 1995). Participation, in this connection, is an approach of exploiting the existing physical, social, and economic resources of local people in order to ensure the project is successful; thus, the final results of participation are important, rather than the actual act of participation itself (Oakley, 1991). Pretty (1995) pointed out that through participation as a means local people are more likely to agree and support development initiatives, which leads to increased effectiveness and sustainability. Thus, participation as a means associated with lower-

levels of participation where local people participate by contributing to the project within a preset framework, rather than participating to determine their own development agenda. Parfitt (2004) asserts that participation as a means does not address power relations and reflects the prevalence of traditional, top-down, external- or expert-driven approach to development.

Participation as a 'means' is essentially a static, passive and ultimately controllable form of participation. In terms of development programs and projects it is the form of participation which is more commonly found. In terms of such projects, however, it is seen as a temporary feature, an input into the project which is required in order to achieve objectives. Inevitably the emphasis is up on rapid mobilization, direct involvement in the task at hand and the disbanding of the participatory effort once the task has been completed (Okaley, 1991).

The argument of participation as an end that refers to equity and empowerment implies participation as a process which enhances the capacity of individuals to improve their own lives and facilitates social change to the advantage of disadvantaged or marginalized groups (Okaley, 1991; Mohan, 2001 & Parfitt, 2004). Thus, participation as the end goal of a development project or as an end itself and is linked to the higher-levels of participation typology and empowerment (Oakley, 1991; Nelson & Wright, 1995). Participation as an end is a situation "where the community or groups sets up a process to control its own development" (Nelson and Wright (1995:1). Oakley (1991) argued that participation as an end in contrary to a means approach, the project may start without any predetermined objectives and aims. The project's direction and framework will evolve over time and arise from the active and dynamic interactions of local people with one another and local government. This statement suggests that participation as the source of political empowerment.

Development Projects can be placed on a continuum stretching from 'empowerment' perspectives (Friedmann, 1992 cited in Pelling, 1998) where participation is seen as an end in its own right, to more 'utilitarian' perspectives where participation is seen as a means to improve the efficiency and sustainability of projects and reduce transactions costs for the planning agency.

Both perspectives require some re-distribution of decision-making power and transactions costs, (Pelling, 1998).

Several authors have suggested that participation needs to be an end in itself as well as a means to an end to have long-term benefits where different approaches are synthesized (Cornwall and Jewkes, 1995; Pretty, 1999). In other manner Cleaver (1999) and Hayward et al. (2004) suggest that a conflation is possible, with participation acting to bring about both increased project efficiency (means) and empowerment (ends) of beneficiaries. However, Craig and Porter (1997) argue that due to the “double accountability” in projects, this sort of synergy is unlikely. Development projects are accountable to intended beneficiaries, i.e. they need to create opportunities for local people to direct and control the project, while projects must also be accountable to the source of funding and therefore effectively managed. For the purpose of this paper, the researcher considered participation as a means to an end that empowers local people through taking part in development and influence decisions in development process and consequently empowered.

### **2.2.2 The Emergence of Participatory Development**

Participatory development is a process through which stakeholders can influence and share control over development initiatives, and over the decisions and resources that affect them. Historically, the concepts of participation and participatory development appeared for the first time in the development jargon during the late 1950s and were used by social workers and field activist who were frustrated by the failure of earlier models of development which advocated a ‘top-down’ strategy for development (Rahnema, 1992). However, the term popular participation entered into the international discourse on development during the 1960s (Tagarirofa & Chazovachii, 2013).

Participatory development was informed by ideas evolving primarily from four contexts: (i) the theoretical works by phenomenologist’s of the Frankfurt School in the 1950s and 1960s, and especially work done by Habermas since the 1970s regarding the relationship between theory



and praxis; (ii) the work on student participation in/control of their education informed by Paulo Freire, and related questions about production of knowledge; (iii) work done within and by development NGOs to shift power relationships within development practice and to redefine roles of external agents; and (iv) the profound frustrations with failed development projects experienced by many working within the world of externally funded development interventions (Campbell & Vainio-Mattila, 2003).

Participatory development as the mainstream development establishment appeared to acknowledge the failures of the top-down strategy and the failure of most development projects to achieve their goals and targets. This was happened in part due to the fact that the main beneficiaries of such projects had often been left out of the whole developmental process. However, Shah and Baporikar (2012) explained the emergency of participatory development as a remedy to the inadequacies of government-led approach to development that increased deep-rooted problems in economic and social disparities between social classes, genders, regions, and between urban and rural areas. Thus, the consensus now among various categories of development field workers is that whenever the beneficiaries are locally involved and actively participate in their own development endeavors, much more will be accomplished (Botchway, 2001).

On the other hand, in the so-called top-down approach to development, the entire process of formulating and implementing policies and projects are carried out under the direction of government. People were put in a passive position and were rarely consulted in development and usually have no active role in development activities (Shah & Baporikar, 2012). Contrary to this, participatory development as the alternative to top down approach pays attention on empowerment that focused on local people, local context, and local form of power and change.

The concept of community participation in development gained prominence in development discourse in the 1970s and since then literature on the subject has grown significantly. It was through the influence of Paulo Freire's work on the concept of conscientization and analysis of

the structural obstacles to the development of Latin American peasantry which stressed the dialogical approach to project work. His argument was that the peasant should be the subject and not the object of development, and this orientation helped affirm the importance of participation, (Freire, 1970). This Freire's work contributes for the wider advancement of participatory approach to development. Participation first caught the attention of mainstream development agencies, grappling with how to make their interventions more effective, in the mid-1970s, (Cohen & Uphoff, 1980 cited in Cornwall, 2002). Before 1980s, participation of local people in mainstream development initiatives typically mirrored its 'blue-print' nature, and as such, local participation was prescriptive and passive.

Local people were seen as objects or controllable inputs of development assistance; consequently their participation equated to contributions during the implementation stages in the form of cash, resources, and labor, or an acceptance and efficient use of new technology (Nelson & Wright, 1995).

In 1980s Participatory local development became a major concern for scholars and United Nations agencies. Among these scholars, most notably Chambers (1983) argued that 'putting the last first' was the only way to achieve rural development. Since then the acceptance of participation has become widespread (Mohan, 2001). Moreover, in this period, United Nations Agencies such as International Labor Organization (ILO); the World Health Organization (WHO); the Food and Agricultural Organization (FAO); International Fund for Agricultural Development (IFAD); and the United Nations Educational, Scientific and Cultural Organization (UNESCO) promoted and exercised participatory development in their development projects, (Tagarirofa & Chazovachii, 2013). Popular participation at this time was something that took place primarily at the project level, while at the policy level thinking was still predominately top-down and technocratic. At this time, participation was undertaken at the level of consultation that gave emphasis on consensus seeking through public meetings, (Cornwall, 2002). Furthermore, during 1980s free participation in development was advocated by the non-aligned movement and expressed in the Declaration on the Right to Development as a broad principle, (United Nations, 1986).

Participation seemed to gain ground again in the 1990s with the hopes that it would emancipate people from the bedeviling crises of their collapsing livelihoods, (Tagarirofa and Chazovachii, 2013). The decade of 1990s also marked the global advocacy of poor people participation in development endeavor that affect their affairs. In this regard, The World Summit for Social Development held in Copenhagen in 1995 stresses that people living in poverty must be empowered through organization and participation in all aspects of political, economic and social life and in planning and implementing policies that affect them (UNDP, 1995). The conference also calls for the development strategies built on poor's' own experiences, livelihood systems and survival strategies determined by poor themselves.

### **2.2.3 Public Participation**

Public participation is the term derived from the combination of two words 'public' and 'participation'. Thus, it warrants defining the term 'public' before dealing with the definition of public participation. In international conventions 'the public' is commonly referred to as "one or more natural or legal persons", (UNECE, 1991). ILO (2000) defined public as "a vast and heterogeneous group of people or stakeholders, organized or not, who are concerned by a specific problem or issue". Thus, for the purpose of this thesis the term 'public' is operationalized along ILO (2000) definition.

The term public participation has numerous different meanings and definitions. Different authors have different meanings when using the term 'public participation' depending on who the people are and what the setting is. It is always viewed differently depending on its contexts and purposes. Its meaning has showed progressive development from time to time. In the past, public participation was considered as being an opportunity to give comments in a public hearing, to vote in referendums, or just being a member of a social movement society. Frequently, public participation related to participation at public hearings only, but, at present, this term refers to a diversity of procedures for facilitating members of the public to be effective participants in deliberations in decision-making processes (Webler & Tuler, 2006).

Pring and Noe (2002) define public participation as an all-encompassing label used to describe various mechanisms that individuals or groups may use to communicate their views on a public issue. According to this definition, public participation refers to the ways of people involvement in initiatives that affect their lives. For Smith (2003) public participation involves both individual and collective voices - individual voices coming directly from citizens who choose to express their views, collective voices from communities, interest groups and other organizations able to synthesize or aggregate shared messages. This definition determines public participation in terms of actor. White (1992) defines public participation in terms of the level of participation as an active involvement of the local people in decision-making concerning development projects or their implementation. The common theme amongst these various definitions of public participation places people at the center stage and the emphasis is on the active participation in their own development-related matters to ensure sustainable livelihoods.

Other categories of public participation definitions spotlight on the extent of influencing decision making. For Gluck (1999) public participation is a process by which people make decisions about the institutions, the programs and the environments that affect them. The International Association for Public Participation (IAP2) (2007) defines public participation as the involvement of those affected by a decision in the decision-making process. For ILO (2000) “Public participation is a voluntary process whereby people, individually or through organized groups, can exchange information, express opinions and articulate interests, and have the potential to influence decisions regarding the outcome of the matter at hand” this definition refers to the aspect of participation. Public Participation in the context of this paper is a process through which local people individually or collectively takes part and influence decision making in the planning, implementation, monitoring and evaluation of local development.

#### **2.2.4 Local Development**

The meaning of local development differs from place to place and evolves over time (Pike et al, 2007). Its meaning has changed from time to time depending on social and economic changes that has experienced at the local and global scale. In addition different scholars and practitioners define local development in accordance to their purpose. Again the meaning of local

development varies depending on scope. The particular attributes of places shape whether, how and to what degree specific local development definitions and varieties take root and flourish or fail and wither over time (Pike et al, 2007). The above arguments suggested that the definitions of local development are inevitably context-dependent. Thus, the intention here is to operationalize the meaning of local development along the objectives of the study.

The character, form and nature of local development evolve in geographically uneven ways. Uneven emergence of ‘globalism’ thinking about the possible kinds of local development encourages the consideration of its different varieties and the principles and values utilized in its determination. What local development is for and is trying to achieve are framed and shaped by its definitions, varieties, principles and values (Pike et al, 2007).

Local development has historically been dominated by economic concerns such as growth, income, and employment (Armstrong & Taylor, 2002). Development can even be wholly equated with this relatively narrow focus upon local economic development (Beer et al., 2003). In addition, Schoburgh (2012) opined that early theories of local development were not merely economic based but were preoccupied with place. In terms of territoriality ‘local’ is understood to be sub-national in scope. These arguments imply that whether development is economic or other forms that the impetus for any form of initiative is found principally in the area in question (Coffey et al., 1984).

Rooted in dissatisfaction with mainstream approaches and critiques of orthodox neo-classical economics in the 1960s and 1970s, ‘alternative’ approaches began to question the dominant economic focus of local development on firms in a national and international economic context (Geddes & Newman, 1999). Taking a particular normative position, more local, even community-level (Haughton, 1999), and socially-oriented approaches emerged as part of alternative economic strategies in the UK and USA, often challenging national frameworks through new institutions at the local level, such as enterprise boards, sectoral development

agencies and community associations, and contesting capital locally through promoting ‘restructuring for labor’ (Fitzgerald & Green, 2002).

The quest for character, quality and sustainability of local development diverted the dominant economic focus of local development to address social, ecological, political and cultural concerns (Geddes & Newman, 1999; Morgan, 2004). Unequal experiences of living standards and wellbeing between places even at equal or comparable income levels has fuelled dissatisfaction with conventional economic indicators of development (Sen, 1999). Initiating and fostering inclusive government and governance and recognizing cultural diversity have been emphasized to varying degrees within broadened definitions of local development (Haughton & Counsell, 2004).

Local scale has gotten a formidable recognition of development intervention. Local development is particularly fraught with tensions between economic and social objectives (NIEC, 2000). A parallel move towards ‘participation’ and ‘empowerment in development practices led to the emergency of ‘the local’ as the site of empowerment and hence as a locus of knowledge generation and development intervention (Mohan & Stokke, 2000).

Broader understandings provide new opportunities to think about and define local development. Among others, the sense of people in places making value-based judgments about priorities and what they consider to be appropriate ‘development’ for their localities determine meaning of local development. No uniform understanding of development of or for the localities exists (Pike et al, 2007). Particular notions of ‘development’ are socially determined by particular groups and/or interests in specific places and time periods. What constitutes local development varies both within and between countries and its differing articulations change over time (Beer et al., 2003; Danson et al., 2000).

The particular shape of local development is determined by the inhabitants of each individual locality. It means that they use mainly endogenous approach to local development. Endogenous development means that the local population can decide about its own development (Jehle, 1998). The aforementioned debate on local development suggests the difficulty in defining local development in strictly operational terms. Moreover, the debate suggests that the meaning of local development varies depends on scale, socio-economic process and institutional agents. Accordingly, for the purpose of this paper local development is defined at the scale of urban local government, using infrastructure development as socioeconomic process, and household as the institutional agent of development. Thus, for the purpose of this study local development is defined as any initiative that intended to improve the quality of local people life. Among local development activities identified and shaped by the resident of LGTA the development of road network and electric power provision were considered as local development and selected for consideration.

### **2.2.5 Institution**

Institutions are widely conceptualized as any form of constraint that human beings devise to shape human interaction (North, 1990). Following this definition, institutions prohibit, permit or require specific type of action, i.e. political, economic or social, that are important for reducing transaction costs, for improving information flows and for defining and enforcing property rights. However, this definition does not have universal acceptance. It omitted other aspects of institution such as organizational entities, procedural devices, and regulatory frameworks (Williamson, 2000). In most of the recent articles, institutions are defined in a broader sense, linking various different measures of institutional quality to development outcomes from various angles and disciplines (Johannes, 2003).

Institutions consist of formal written rules as well as typically unwritten codes of conduct that underlie and supplement formal rules. Formal rules and constraints are made up of constitutions, laws, property rights, charters, bylaws, statute and common law, and regulations; enforcement characteristics (sanctions, etc.). Informal rules are: extensions, elaborations, and modifications of formal rules; socially sanctioned norms of behavior (customs, taboos and traditions); and

internally enforced standards of conduct (Johannes, 2003). However, for the purpose of this paper, informal rules category of institution is out of consideration.

In the development literature, it may be used to describe a particular organization in a specific country, such as local government, or to denote the set of “working rules” that individuals use in order to organize repetitive activities that produce outcomes and create particular relationships with one another (Thompson, 1995). For the purpose of this paper, institution is operationalized along this parlance as legal and policy frameworks and local government organizational systems.

## **2.3 Theoretical Frameworks**

Theories represent simplifications of a more complex reality. They serve as a means of realizing and assessing the situation of phenomenon on the ground. Therefore, this section presents a brief highlight of theoretical underpinnings on participation and power framework that help to scrutinize the nature of people’s participation in local development.

Decision-making power is the essence and epitome of participation. For sustainable development to occur at grass-roots level, citizens must have power ('voice') to make or influence decisions that affect their lives. Therefore, to examine the extent of public power in influencing decision making in their own development, different theories of participation are used. For the purpose of this research, two themes of theories of participation are used to provide a clear theoretical framework for examining extent of public participation in local development in LGTA. These themes of theories are Ladder of citizen participation and typologies of participation.

### **2.3.1 Ladder of Citizen’s Participation**

To determine the extent of participation, Arnstein’s (1969) Ladder of Citizen’s Participation is used. Despite its formulation before 40 years, Arnstein’s ladder of participation retains considerable contemporary relevance and serves as a yardstick for many scholars and



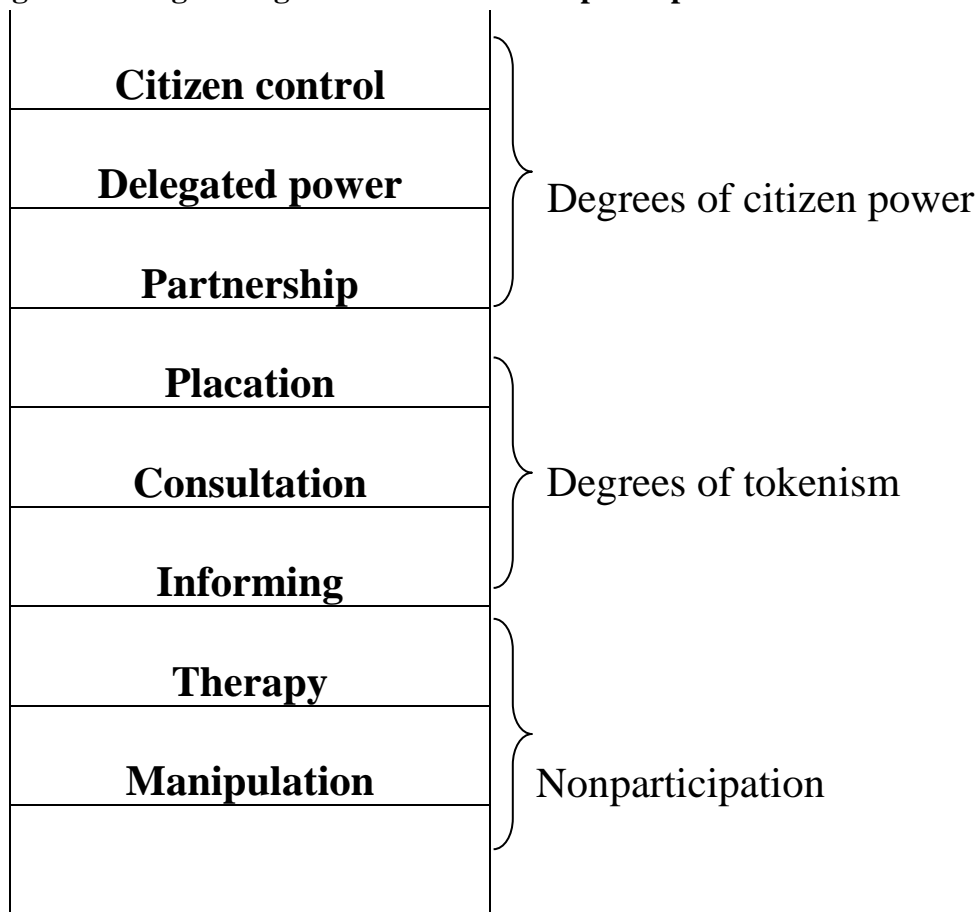
practitioners for analyzing and evaluating participatory activities. The metaphor of the ladder has become an enduring part of academic enquiry, policy and practice as a device to critique, design, implement and evaluate participatory processes ever since (Wilcox, 1994; Cornwall, 2008). The sustained reference to this model of participation arises from “its ability to reveal, in pictorial form, the power agendas implicit in many institutionalized narratives and the differences in the forms and strategies of participation that are desired” (Collins & Ison, 2006).

Arnstein’s ladder is an influential and widely cited paper to criticize the limited extent of local control in urban development programs. Arnstein’s concept of a ladder of participation has influenced later thinking in urban planning and many other fields. The deliberate design of Arnstein’s ladder to emphasize citizen empowerment intensified its prominence for evaluating participatory process (Burns, 2003). Arnstein put forward influential theoretical work on people’s participation in 1969 based on her experience on three federal social programs in America: urban renewal, antipoverty and model cities. This prominent hypothesis postulates different levels of participation in “a ladder pattern with each has rung corresponding to the extent of citizens’ power in determining the plan and/or the program” (Arnstein, 1969). Arnstein stresses that the ladder is a simplification and that the eight rungs are an imperfect representation of what is really a continuum, where a clear distinction between levels is not always possible. Still, she claims, it helps to illustrate the fact that there are different degrees of citizen participation. Arnstein (1969) Ladder of Citizen’s Participation is considered as the best attempt to determine the scale of participation by the public (Choguill, 1996).

Arnstein (1969) explains that this classification is necessary to unveil the manipulation of people in the garb of community participation projects by professionals and policyholders. This categorization of the various types of people involvement is extremely crucial in clarifying the confusion between “non-participation” and true “citizen power” and to identify the real motives behind participatory projects, which are often used by critics as shortcomings of the concept of community participation. Despite its prominence in evaluating participatory approaches Arnstein’s ladder is not without criticism. This model is not neutral: as pointed out by Hayward et al. (2004: 99), ‘reading the ladder from bottom to top, it suggests a hierarchical view that

promotes full participation as the goal to be achieved. This value-laden view delegitimizes non- and/or peripheral participation. Arnstein’s ladder looks at participation from the perspective of those on the receiving end (Cornwall, 2008). The criterion by which the rungs of the Arnstein ladder are defined is “the extent of citizens' power in determining the end product [of public policy]” (Choguill, 1996). Her work is as pertinent today as it was then since, it is argued, much of what claims to be public participation continues to be situated towards the lower rungs of the ladder (Cornwall, 2008). Arnstein (1969) visualized participation as occurring at different levels and degrees in a ladder with rungs to climb, ranging from ineffectual to citizen control (Whaley and Weaver, 2010). She puts forward a model that consists of a ladder with eight rungs, as illustrated in Figure 2.1 below.

**Figure 2.1: Eight rungs on ladder of citizen participation**



Source: Adopted from Arnstein (1969)

The three categories, from bottom to top, are: non-participation, degrees of tokenism and degrees of citizen power (or what is regarded as genuine participation). The first (lowest) level of the ladder is manipulation, a public relations exercise where citizens are placed on advisory committees merely to gain their support. Therapy, the second level, refers to involving citizens in activities that do not change their material conditions. A typical example of non-participation is when government tries to push an agenda forward or uses some influence to gain support for an idea (Krzmarzick, n.d.). “The real objectives of nonparticipation degrees is not to enable people to participate in planning or conducting programs, but to enable power holders to ‘educate’ or ‘cure’ the participants” (Arnstein, 1969).

Arnstein (1969: 217) indicated that placation “the highest level of tokenism degree because the ground rules allow have-nots to advise, but retain for the power holders the continues right to decide”. However, development organizations claim ‘tokenism’ as form of participation by beneficiaries. For instance, the World Bank determines both giving information and consultation as forms of participation, and equates the provision of information with ‘empowerment’ (Hentschel & Lanjouw, 1996).

At the levels termed degrees of tokenism, there is an illusion of a voice without the voice itself (Mohammad et al, 2010). At the third level, information is provided to citizens. Power-holders engage in one-way communication with citizens concerning their rights, responsibilities and choices, with no room for citizens to air their views or negotiate. Consultation, the fourth level, involves power-holders soliciting citizens' views through town hall meetings or surveys to obtain feedback (Oscar, 2013). Under the ‘informing’ and ‘consultation’ conditions “citizens lack the power to insure that their views will be heeded by the powerful” (Arnstein, 1969). Placation, the fifth level, involves inviting citizens to participate in planning committees, which have little authority since decision-making power resides elsewhere.

Partnership level of degrees of citizen power (or what is regarded as genuine participation) “enables citizen to negotiate and engage in trade-offs with traditional power holders.” At

delegated power and citizen control rungs “have-not citizens obtain the majority of decision making seats, or full managerial level” (Arnstein, 1969).

The third, and most empowering category of participation in Arnstein's typology is degrees of citizen power this is where true and meaningful participation takes place, which encompasses the sixth, seventh and eighth levels. In partnership, the sixth, through negotiation, citizens and power-holders share planning and decision-making responsibilities. At the seventh level, delegated power involves negotiation between power-holders and citizens, where the latter are empowered to make decisions and take control of plans and programs. The highest level of participation is citizen control, where citizens fully control a program or institution, govern policy and may allow outsiders to make changes subject to specified conditions. Collectively, the sixth, seventh and eighth levels are the most important because they represent genuine participation. In partnerships and delegated power, citizens and officials occupy the same space on decision-making governing boards. Real citizen power is realized when citizens are able to make final decisions in matters that affect them and their communities (Krzmarzick, n.d.).

An important implication of Arnstein's ladder is that grass-roots citizens are better off with having more control of their lives and livelihoods than less control or none at all. Sustainable grass-roots development is likely to thrive in situations of genuine participation. However, continuous capacity building, support and facilitation from local authorities are essential for realization of sustainable bottom-up development (Oscar, 2013).

Arnstein (1969) Ladder of Citizen Participation is an appropriate theory for this study as the result of the following realities: (1) the Theory based itself on practical public services issues, urban services, which were the concern of this study; (2) it is an appropriate to examine extent of public participation in decision at different phases of development process, since it attempts to determine different level of participation. Therefore, for the purpose of this paper, Arnstein's Ladder of Participation is used to evaluate the extent to which people participate in the local development processes.

### **2.3.2 Typologies of Participation**

Two typologies of participation, Pretty (1995) and White's (1996), are used in evaluating the extent of public participation in development. Pretty (1995) has classified participation into seven types on the basis of why and how people participate in development. Pretty's typology ranges from manipulation and passive participation to self-mobilization. Manipulation and passive participation involves providing people the information on 'what is to happen' and people 'act out predetermined roles'. Self-mobilization is the highest form of participation in which 'people take initiatives largely independent of external institutions'. The problem with participation as used in types one to four is that any achievements are likely to have no positive lasting effect on people's lives (Rahnema, 1992 in Pretty, 1995). The term participation can be used, knowing it will not lead to action. Indeed, some suggest that the manipulation that is often central to types one to four means they should be seen as types of nonparticipation (Hart, 1992 in pretty, 1995).

He goes on to argue that his typology suggests that the term 'participation' should not be accepted without appropriate clarification. He indicated that for the best results, people should be involved in all stages of a project, from design to maintenance. If they are just involved in information sharing and consultation; then, the result will be poor (Pretty, 1995). Therefore, his typology of participation will be used to evaluate the approaches and the extent to which people participate in local development.

A closer look at Pretty's typology of participation suggests that this classification is largely based on two dimensions, namely: (a) the distribution of decision making authority between participant and interventionists in relation to (b) different key functions in development planning, such as situation analysis, problem identification, goal setting, and implementation. Thus, decision making and planning models are considered to be of key importance when talking about (different modes and levels of) participation.

**Table 2.1: Pretty's (1995) Typology of Participation**

<b>Typology</b>	<b>Characteristics of each type</b>
1. Manipulative participation	Participation is simply a pretence, with “people” representative on official boards but who are unelected and have no power
2. Passive participation	People participate by being told what has been decided or has already happened. It involves unilateral announcements by an administration or project management without any listening to people's responses. The information being shared belongs only to external professionals.
3. Participation by consultation	People participate by consulted or by answering questions. External agents define problems and information gathering processes, and so control analysis. Such a consultative process does not concede any share in decision making, and professionals are under no obligation to take on broad people's views.
4. Participation for material incentives	People participate by contributing resources, for example, labor, in return for food, cash or other material incentives. In this form of participation, yet people have no stake in prolonging technologies or practices when the incentives end.
5. Functional participation	Participation seen by external agencies as a means to achieve project goals, especially reduced costs. People may participate by forming groups to meet predetermined objectives related to the project. Such involvement may be interactive and involve shared decision making, but tends to arise only after major decisions have already been made by external agents. At worst, local people may still only be co-opted to serve external goals.
6. Interactive participation	People participate in joint analysis, development of action plans and formation or strengthening of local institutions. Participation is seen as a right, not just the means to achieve project goals. The process involves interdisciplinary methodologies that seek multiple perspectives and make use of systematic and structured learning process.
7. Self-mobilization	People participate by taking initiatives independently of external institutions to change systems. They develop contacts with external institutions for resources and technical advice they need, but retain control over how resources are used.

Source: Adopted from Pretty (1995: 1252)

Pretty's (1995) typology is a normative approach ranging from the weaker to stronger form of participation. Manipulative participation and passive participation are characterized by the inclusion of token representatives with no real power on the decisions already been taken. Participation by consultation and participation for material incentives are better forms of participation. Functional participation, interactive participation, and self-mobilization participation are comparatively the stronger levels of participation. At these levels of participation, beneficiaries are in a better position to control planning, decisions and resources.

The problem with participation as used in types one to four is that any achievements are likely to have no positive lasting effect on people's lives (Pretty, 1995). Some suggest that the manipulation that is often central to types one to four means they should be seen as types of nonparticipation (Hart, 1992 cited in Pretty, 1995).

It was when people were involved in decision making during all stages of the project, from design to maintenance that the best results occurred. If they were just involved in information sharing and consultations, then results were much poorer. According to the analysis, it was quite clear that moving down the typology moved a project from a medium to highly effective category (Pretty, 1995).

White (1996) pointed out two main ways in which the politics of participation are admitted in development. The first is the question of who participates that give emphasizes on the participation of relatively disadvantaged groups. The second concerns the level of participation, which refers to the degree to which local people take part in participatory development projects.

In order to evaluate level of local people participation in development projects, she devised typologies of participation that indicated the function of participation and the interest of those who design and implement development projects; and on how the participants view their participation.

White's typology distinguishes four major types of participation, and the characteristics of each as presented in Table 2.2 under. The first column shows the types of participation. The second shows the interests in participation from the 'top down': that is, the interests that those who design and implement development programs have in the participation of others. The third column shows the perspective from the 'bottom up': how the participants themselves see their participation, and what they expect to get out of it. The final column characterizes the overall function of each type of participation.

**Table 2.2: White's typology of participation**

<b>Form:</b> what is the Level of participation?	<b>Top-down:</b> what is in it for government?	<b>Bottom-up:</b> what is in it for individuals and communities?	<b>Function:</b> what is participation for?
Nominal	Legitimation	Inclusion	Display
Instrumental	Efficiency	Cost	Means
Representative	Sustainability	Leverage	Voice
Transformative	Empowerment	Empowerment	Means/End

Source: White (1996)

In nominal form of participation, the intention of the government is basically legitimation of the action in the name of public participation. For the public participation is seen as inclusion. The purpose of participation is to serve the function of display. In instrumental form, participation serves the efficiency purpose for the government that guarantees public commitment to the project. For the public participation is seen as cost. The function of participation is as a means to achieve cost-effectiveness (White, 1996).

In representative form, the function of participation is to allow the local people a voice in the character of the project. From the government's side, participation is intended to ensure sustainability that avoids the danger of creating an inappropriate and dependent project. For the



public, participation serves to ensure leverage, to influence the shape which the project should take and its subsequent management. Participation, thus, is being an effective means through which the people could express their own interests (White, 1996).

In transformative form, empowerment may also be identified as the interest in participation 'from above', when outsiders are working in solidarity with the poor. Participation is therefore at one and the same time a means to empowerment and an end in itself, so breaking down the division between means and ends which characterizes the other types (White, 1996). White (1996) argues this process never comes to an end, but is a continuing dynamic which transforms people's reality and their sense of it.

White's model of level of participation also demonstrated the dynamic relationship among the forms, interests (top-down and bottom-up), and functions of participation. It also indicated power relations external to development project that affect the extent of public participation in development.

White (1996) typology intended to address several questions raised by Arnstein's ladder of participation by highlighting that underlying 'politics of participation' are tensions around who is involved, how and on whose terms. These include: Control of what? Which citizens? What kind of power? What is in it for the citizens to seek this power and what is in it for the state to cede it? (Brodie, et al, 2009).

White's typology is important for two reasons. On one hand it shows the representative aspect of participation for sustainable development and empowerment as the main goal of the transformative dimension of participation for local people. This suggests that participation is both means and end. On the other hand, the typology locates the place and conditions different forms of participation can create opportunity for participation and changing existing power relations Oscar (2013). The favor any interest has over others is clear manifestation of power relations, because as White (1996) notes: "sharing through participation does not necessarily

mean sharing in power”. In other words, participation is not synonymous with empowerment; it all depends on the level of involvement. One fundamental lesson from White's typology is that in participation power is a win-lose game between the state and the individual, group or community. Ideally, participation power should be held by the latter entities (Brodie, et al, 2009).

## **2.4 Review of Empirical Literature**

A number of scholars have interested in participatory approaches due to its contribution to the efficiency and sustainability of development projects, the utilization of local knowledge for development and its contribution for empowerment of the disadvantage section of the community. Chambers (1983), the father of participatory development, emphasizes the importance of people's participation in improving their conditions in his book entitled “Rural development: Putting the Last First”. In this book, by focusing on rural poverty in the Third World, he assessed situations of rural poverty and the perceptions, attitudes, learning, ways of thinking, and behavior of professionals. Based on the assessment, he indicated that bringing the poor in the center of development, what he called ‘putting the last first’, is the necessary condition to change the situations of the rural poverty. Therefore, this work indicates that people's participation is an important means to change the situation of the local people.

Chambers (1994a; 1994b) descriptively assessed the origin, practices and potential benefits of participatory rural appraisal (PRA). In his articles, he pointed out that PRA is an important participatory development tool for enhancing the interaction of local people to discuss their situation, plan and act. Further, he indicated the explicit and implicit potentials of PRA in empowering local people and its flexibility in allowing the application of different techniques.

Through case study approach, Agrawal and Gupta (2005) assessed the significance of people's participation for the achievement of government driven programs to decentralize decision making related to resource management in Nepal's Terai. Based on the statistical analysis of the data, they found out that the elite group who were economically and socially better-off had greater participation in community-level user groups. Their analysis support the argument that

for decentralization policies to be successful in dealing with equity issues, it is important to build institutional mechanisms that encourage poorer and more marginal households to access government officials, improve access to educational opportunities, and create incentives to promote more interactions between less powerful rural residents.

Botes and Rensburg (2000) based on the analysis of community participation dynamics in the South African urban upgrading context, identified power relation between the stakeholders in the development process as obstacles and impediments of participatory development. Gack and El-Gaili (2007), through case study approach, assessed government initiated participatory development practices in Sudan. In her endeavor, she indicated that the process of people's participation was not in ways that empower local people. Botes and Rensburg (2000) and Thomas (2013) pointed out the administrative structure of government bureaucracies and mode of thinking of the bureaucracy as the challenge of participatory development.

Participatory development, due to its focus on local people, has a vital role in empowering people. In this connection, Khan (2006) assessed the role of participation in local government in empowering women through the case study of Bangladesh Union Parishad. In his endeavor, he attested that participation is an essential first step in order to empower women. Sow (2012) undertook research on Women's Political Participation and Economic Empowerment in Post-conflict Countries: Lessons from the Great Lakes Region in Africa. Powis (2012) explored the interface between the new politics of localization and the political process, in India, that inclined to the effect of general politics on participatory development.

In Ethiopia, the existing literatures on participation focused on people's participation in NGOs projects and participatory forest management. For instance, Abraham (2002) assessed "NGO's Experience with the Practice of Participatory Development with reference to Care-Ethiopia Borana Pastoral Water Development Initiatives". In his endeavor, he concluded that people's participation was limited to material and labor contribution without involvement in the initiation and planning of development projects. Yemiru (2011) explored Participatory Forest Management

for Sustainable Livelihoods in the Bale Mountains. He concluded that the benefits of participatory projects motivate people to further participate in local development or in his case participatory forest management. Gedefaw (2008) assessed Community Participation in SIDA's Woreda Support Program Activities in Amhara Region. The researcher attempted to integrate main concepts and theories to establish their links in this thesis. Finally, the researcher assessed empirical literatures in order to identify main research gaps.

## **CHAPTER THREE**

### **METHODOLOGY**

#### **3.1. Introduction**

Methodology is an area that connects issues at the abstract level of epistemology and the mechanical level of actual methods (Morgan, 2007). It allows understanding the different ways in which knowledge can be created. The concepts that underpin the subject of ‘methodology’ also enable to be critical and analytical in the face of ‘knowledge’ being presented as ‘fact’ (Adams et al, 2007). This chapter presents the methodological part of the study focused on; research design, sampling techniques, source of data; and data analysis methods, validity and reliability of instruments and ethical consideration.

#### **3.2. Research Design**

The research design used in this research is descriptive with the following justifications. The kind of problems identified and the research questions raised in this study directly mesh the theoretical arguments forwarded by scholars in favor of descriptive method.

Kumar (2005) also state that descriptive research attempts to describe systematically a situation, problem, administrative structure of organization, and the needs of community. Based on this, the research employed a descriptive method. The main characteristic of this method is where current practice is described in detail, that the researcher has no control over the variables, the researcher reported the institutional frameworks, nature of participatory development activities and the extent of community participation in local development activities.

#### **3.3 Research approaches**

The study employed mixed methods research design strategy. Mixed methods research design strategy is an approach to inquiry that combines or associates both qualitative and quantitative forms. It involves the assumptions, for the use of qualitative and quantitative approaches, and the

mixing of both approaches in a study. Thus, it is more than simply collecting and analyzing both kinds of data; it also involves the use of both approaches in tandem so that the overall strength of a study is greater than either qualitative or quantitative research. The researcher employed concurrent mixed methods strategies of inquiry are used (converges or merges quantitative and qualitative data).

### **3.4 Types of Data**

Investigating of participation is the complex process that requires interplay between government and public at large. In order to address this complex situation, taking into consideration the view of government and public at large required. To this end data were generated from the government body and the public at large. The researcher used both primary and secondary data which were qualitative or quantitative in nature. The primary data was collected using questionnaire, interview, participatory observation and Focus Group Discussion (FGD). Secondary data generated from official documents, books, journals, proclamations, government policies, visual records, and so on.

### **3.5 The Study Population and Sampling Technique**

This study is conducted in Limmu Genet town administration which exists in Jimma zone of Oromia regional state. The woreda is located at 75kms from the zonal town Jimma and 426kms from Addis Ababa by the road southwest of Addis Ababa. In this study, the target population is the 757 house hold found in the two kebele. The households are among the primary data sources in this study.

For the purpose of this study, the researcher used simple random sampling method. 255 households were selected as a sample respondents were selected through Lottery method of Sampling.

### 3.5.1 Sample Size Determination

The target population is the 757 house hold found in the two kebele. The study is investigated two kebeles in the town i.e. 01 kebele and 02 kebele. The total number of households in each kebeles, obtained from the town administrative office.

**Table 3.1: Sample frame of the society**

No	Kebeles	Number of households
1	01	397
2	02	360
		757

Source: Limmu Genet Town Administration offices, record department: base line data (2015)

The sample size for this study is determined using Kothari (2004) sampling design formula.

$$n = \frac{Z^2 \cdot p \cdot q \cdot N}{E^2 \cdot (N-1) + Z^2 \cdot p \cdot q}$$

Where n = sample size of the respondents

N = Total population of the sample size (757)

Z = 95% confidence interval under normal curve (1.96)

E= acceptable error (0.05)

P = population proportion at which the sample size is maximum (p=0.5)

q = are estimated of the proportion of the population to be sample (q= 0.5)

$$n = \frac{(1.96^2)^2 (0.5 \times 0.5) 757}{0.05^2 \times (757-1) + (1.96^2) (0.5 \times 0.5)} = \frac{727.0228}{2.8504} = 255$$

Since questionnaire is not the only and the dominant method of data collection in the study, considering this sample size could not have any negative impact on the credibility of evidences and the total quality of the paper.

### **3.6 Data Collection methods**

For the purpose of this study, the mix of data collection techniques that helps to generate data for quantitative strand and qualitative strand were used. These include: questionnaire, interview, Observation, Focus Group Discussion (FGD) and document analysis.

#### **3.6.1 Questionnaires**

The researcher selects to use questionnaire as one important tool to collect the necessary data from the local communities. Questionnaires are distributed to the members of the community. The questionnaire design by the researcher contains both closed and open ended questions based on the nature of information the question is bringing about. Questionnaire prepared for the members of the town community and has three parts. Important details regarding institutional frameworks, the extent to which the community is participate, relationship between the town administration and the community, the work activity of different committees including their appointment process, the development activities undertaken, distributive justice and the attitude of the community is obtain by using questionnaire.

#### **3.6.2 Interview**

The researcher believes that the information obtained by the questionnaires is not enough to finalize the study, as it is necessary to have a face to face contact with important people to take more information that may not be obtained otherwise. As Wilkinson and Bhandarkar, (1992) stated interview techniques of data collection is one of the verbal methods of data collection like the questionnaire with the only difference that, interview had involved oral verbal stimuli and oral verbal response while questionnaire involves written verbal stimuli and written verbal response. Personal feelings and information that are important for the study but over passed in preparation of questionnaire are entertained here.

Because of the nature of the study the researcher opted to use both structured and unstructured interviews. According to the data that study needed the interview was conducted with 16 of 25



individuals by using purposive or judgmental sampling, selected that engaged in developmental activities the respondents that selected for the interview close to the data it help to meet the objectives. The following table 3.2 summarized the key informants from different place.

**Table: 3.2. The list of key informants**

<b>Key informant</b>	<b>No</b>	<b>Description</b>	<b>Remark</b>
The Town development main committee	3	3 representative	
The Qetena development main committee	6	3 representative from each kebeles	
The Kebele participatory developments committees members	4	2 representative from each kebeles	
Community participation officer in the Town	3	2 representative from the officers	

Source: Researcher (2020)

The use of the two methods have an advantage by simultaneously making the interviewee free to respond whatever he/she like and guiding him/her towards the point the researcher went to deal with. The interview involves the use of a set of pre-determined questions and appropriate techniques of recording and hence the researcher took a note during an interview for both the structured and unstructured interviews. Respondents, either the government officials, the members of different committees or the ordinary local community, if addressed by questionnaires, are excluded from being considered in interview.

### **3.6.3 Observation**

As Wilkinson & Bhandarkar, (1992) stated, many types of data sought by the social scientists can be obtained through direct observation. Hence observing the activities undertaken and the way they are being done by the participatory development workers found to be important and the researcher used observation as an instrument for data collection.

Therefore, for this study the researcher used participatory type of observation in order to take part in the local participatory development activities. So that, the researcher gains advantages to record behavior as it occurs, to gather information from subjects who are not capable of giving verbal reports of their behavior for different reasons to obtain information simply from those who are reluctant to give their idea. Information regarding what the participatory development looks like and the modalities, the community's attitude towards the PLD activities, the relation between the government officials, committees and the local community are obtained from.

#### **3.6.4 Focus Group Discussion (FGD)**

As Tayie (2005) point out, in conducting the FGD a minimum of 6 and a maximum of 12 individual is involve in one FGD. The researcher has used the FGD with the number of individuals within the interval. And the researcher played an active role in raising issues for discussion, interrupting ideas that are not the domain of the discussion, raising critical questions that can fill the data gap and recording all the ideas raise by the participants including the points in which the participants reach in common consensus and oppose on by counting the voices of the participants regarding the idea under conflict.

FGD was used to generate deep qualitative data on the main concepts of study from the public. Accordingly, the researcher used FGD to generate data regarding the institutional frameworks, nature and extent of participation. The researcher managed two focus group discussions. Each FGD encompassed 7 to 8 members that have comparable characteristics through taking into consideration heterogeneous nature of the residents. That means, the participants were drawn in manners which address the diverse view of the community the researcher incorporated participants of FGD. The participants were selected based on reference made by CPE and community leaders as well as suggestion of friends at Limmu Genet. Before starting FGD, the purpose of FGD was duly clarified to the participants. The researcher documented the FGD through taking. Based on reference, the researcher conducted FGDs at selected area of sample kebeles, which relatively experienced intense participation.

**Table: 3.3. The participants in FGD**

Participants	No of participants in each kebeles		
	Kebele 01	Kebele 02	Remark
Town participatory development main committee	1	1	
Qetena participatory development committee	1	1	
The gare development committee	1	1	
1 to 5 participatory development committee	3	2	
Active Participants from the community	1	1	
Town Community participation officers	1	1	
Total	8	7	

Source: Researcher (2020)

### 3.6.5 Document Analysis

For the purpose of this study, researcher will used documents such as Federal and regional constitutions, proclamations, regulations, policy statements, census reports, statistical bulletins, town government profile magazine, reports (monthly, half year, annual) and other town government documents. The documents are handled based on quality control criteria for handling documentary sources such as authenticity (whether it is original and genuine), credibility (whether it is accurate), representativeness (whether it is representative of the totality of documents of its class) and meaning (what it is intended to say).

### 3.7 Method of data analysis

For the purpose of this study, the researcher employed descriptive statistical analysis. These analyses were conducted using SPSS 20 version. Descriptive analysis aimed at showing the overview picture on the respondent demographic and socio-economic characteristics, the general overview of participation. In addition, descriptive analyses such as frequency table, item analysis, and multiple responses analysis were used.

Frequency Table was used to present demographic and socio-economic characteristics; and participation in each phases of development process. Multiple response analysis was utilized to analyze approaches of participation along demographic factors and forms of participation. Items

analysis was used to analyze level of people participation in development; town administration capacity to facilitate participation; the extent of participation along demographic and socioeconomic characteristics.

### **3.8 Validity and Reliability**

This section is important in assuring the validity and reliability of the instruments and thus controlling data generate through questionnaires and interviews.

Establishing validity in quantitative research is concerned with enhancing the generalization of the results drawn from the sample to population. To this end, it requires reliable and valid construction and use of instruments/Measurement validity and the design of the study in a way that achieves the intended purpose/ design validity (Giddings & Grant, 2009).

The instrument validity such as construct validity, content validity, multicultural validity, and face validity were qualitatively established. The researcher established construct and content validities of the instrument through reviewing related research literatures. The researcher employed topic experts' review for establishing face validity of the questionnaire. The researcher established multicultural validity through translating the questionnaire into Afan Oromo and Amharic languages.

The reliability of the questionnaire was tested based on the result of pilot study, which allows pre-testing the instrument. The researcher used Cronbach's alpha to check the reliability of the scales in the questionnaire. The researcher administered 30 questionnaires in order to check the reliability of the questionnaire. Then reliability was checked based on the results of this data. The result of the analysis of reliability for each scale indicated cronbach's alpha of 0.67, and 0.60 for level of public participation in development and town government capacity.

### **3.9 Ethical considerations**

Ethical issues, in research project, are concerned with ethical obligation to participants, research design and reporting the findings. The treatment of the participants refers to the ways of involving the participants, the provision of incentives, and protecting the participants (Babbie, 2011).

The researcher involved the participants of the study based on their expressed willingness and informed consent. The researcher secured the consent of the participants through the provision of adequate awareness regarding the types of information required from them, the purpose of the information, how they are expected to participate in the study, and how it directly or indirectly affects them. It is true that ethical consideration is as crucial as other aspects in the process of conducting a research for it significantly affects the success of the study. In this regard, a researcher needs to consider ethical values of the host community on which the research is conducted. Therefore, we considered the socio-cultural norms of the host community on whom the research was carried out.

## **CHAPTER FOUR**

### **DATA ANALYSIS AND PRESENTATION**

#### **4.1 Introduction**

This chapter presents data results and analysis. Data obtained from the field was utilized depending on their relevance to the research questions. The techniques and tools of data presentation, description and analysis were decided based on the characteristics of the data set. Thus the chapter contains six parts. The first part is about the description of study areas. It describes on the characteristics of the data sets, the source of their economy, the demographic structure, educational background and other information. The second part presents data results on the institutional framework for community participation and the directives used to institutionalize the participation of various stakeholders. The third part presents brings to light different issues related to nature of participation, assessed forms of participation, willingness to participate in development, and approach of participation. The last part presents about the extent community are participating in the development of their locality.

#### **4.2 Background of the Study area, Community and the Respondents**

This section specifically focuses about the description of study areas. It describes on the characteristics of the data sets, the source of their economy, the demographic structure, educational background and other information and questionnaire distribution and response rate.

##### **4.2.1 Description of the study area**

This study conducted in Limmu Genet town administration which exists in Limmu Kosa woreda. Presently it is located in Jimma administrative zone in Oromia region. It is situated at  $7^{\circ} 57'$  N latitudes and  $36^{\circ} 53'$  E longitudes. The administrative center of the district, Limmu Genet is found 75 kilometers west of Jimma town, and 426 kilometers south west of Addis Ababa.

Limmu Genet town is divided in to two kebeles, with population of 12,037 (6,063 male and 5,971 female). All the communities in this town are urban dwellers (ECSA, 2007). In Limmu Genet the total number of households is 757. The study is investigated two consecutive kebeles in the town i.e. 01 kebele and 02 kebele. In this study, the target population is selected Limmu Genet Town 757 households. The households are among the primary data sources in this study. The total numbers of such sample survey respondents in the both kebeles were 255 households. The researcher tries to determine the sample size by considering their high population/sample as compared to the other sampling techniques.

#### 4.2.2 Characteristics of the Respondents

This sub-heading provides a description about main relevant characteristics of respondents; such as socio-economic factors and demographic characteristics of respondents: sex, age, family size, educational status, occupational status, employment categories and income. Assessing relevant characteristics of the respondents helps to determine the capabilities of the respondents to evaluate the concept under consideration, as well as their capacity to participate in development. The background characteristics of respondents generated through survey questionnaire are presented in Table 4.1.

**Table 4.1: General characteristics of the respondents**

No	Description	Number of respondents	Percent	
1	Sex	Male	145	56.86%
		Female	110	43.13%
2	Age	Bellow 25	10	3.92%
		26-35	76	29.80%
		36-45	157	4.70%
		More than 46	12	26.27%
3	Educational qualification	Bellow grade 8	62	24.31%
		8-12 grade	114	44.70%
		10/12 +1/2/3	34	13.33%
		Diploma	25	9.80%
		Degree	18	7.05%
		Masters and above	2	0.78%
4	Job condition	Gov't employee	80	31.37%

		Private workers	120	47.05%
		Job seekers	55	21.56%
5	Monthly Income	< 1000 birr	92	36.07%
		1501 – 2500 birr	70	27.45%
		2501.01 – 4000 birr	54	21.17%
		4000-6000 birr	27	10.58%
		Above 6000 birr	12	4.70%

Source: Field survey, 2020

Table 4.1 shows the general characteristics of the respondents. Among the respondents 56.86% are males and the remaining 43.13% are females. Their age composition is that, the highest numbers of the respondents are between 36-45 years old which comprises 61.56% of the total respondents. And the remaining 29.80% of the respondents are between 26-35 years of age. Regarding the education level of the respondents 24.31% are below grade 8 and 44.70% are between grade 8 and 12. 23.13% of the respondents are 10/12+1/2/3 and diploma holders. The remaining 7.83% of the respondents hold education level of First Degree and above. Regarding the job condition, the majority of the respondents (47.05%) are private workers (Private workers in this context includes employees in private organizations, and entrepreneurs and others who generates income by themselves) and 31.37% are government employees while the remaining 21.58% are job seekers. Here the percentage of job seekers is very large. According to the data obtained, the LEDW are creating a temporary employment opportunity but according to Key informants and the secondary data, since now.

There is no any micro, small, medium or large industries created as a result of the PLD which could be creating permanent job opportunity. Beside this, except some of the work activities the LEDW is done in voluntary involvement of the community without regular pay. Regarding the income level, among the employed residents (private and government) 36.07% of the respondents have a monthly income 1001-1500 birr; of the respondent's income level is between 1501 – 2500 birr 27.45% of the respondents have income level 2501- 4000 birr 21.47% of the respondents have income level 4001-6000birr 10.58 and the remaining 4.70 of the respondents have income level greater than 6000birr.



### **4.3 Institutional framework**

An enabling environment at the national and local level promotes and sustains participation. The institutional framework plays a fundamental role in enhancing participation in development. Institutional framework, in the case of this study, encompasses the capacity of town government and its responsiveness to participation and policies of government devised to manage participation.

#### **4.3.1 Capacity of Limmu Genet Town Administration**

Capacity of the government is made of a composition of different factors. Government, as the actor and facilitator of development, is expected to possess capacity that enables it to discharge its multiple responsibilities. For the purpose of this study, LGTA capacity to foster participation is specifically assessed in terms of authority of the town administration, organizational structure arrangement, and human resource.

##### **4.3.1.1 Authority of the Town Administration**

The authority vested on local government is one aspect of capacity that allows the government at grass root level to facilitate participation. The authority grants the level of the government closest to the public determines the power to make decisions that related to the provision of local public service. This authority is obtained through decentralization of service delivery power to lower level governments. The decentralization of adequate authority enables the level of government proximate to the public to timely and adequately responds to the needs of the public. Along this general principle, the capacity of LGTA was assessed in terms of the authority it possesses on local development activities under investigation in this paper.

Participation in installation of new electric power line was one of the subject matter of this paper. The results of FGD and interview with key informant from the public indicated that despite its basic necessity and publics' keen interest to participate in the provision of electric power,

adequate support was not provided by the government. The results of interview with government officials and development committee heads revealed that the problems arise from lack of authority regarding electric service provision by town government. The results stressed that this condition prohibited the town government to address the needs of the public adequately. This finding implies that failure to decentralize full power of local service provision hampers participation.

Article 9 (4) of ONRS Urban Local Government Proclamation No. 65/2003 prescribed that one of the objective of urban local government is “to provide efficient, effective and equitable public utilities including water, electricity, telephone, public transportation service.” However, the authority to provide electric power was not given to LGTA. This finding implies that adequate authority to deliver public service was not fully decentralized to lower level government tiers.

The results of interview with development committee and FGD validated that the centralization of electric power provision was the major problem of participation. These results further indicated that Ethiopian Electric Power Corporation had fundamental institutional problem to address the effort of the public to provide the service. The results of interview with development committee and FGD suggest that the central agency responsible to provide electric power was unable and unwilling to cooperate and respond to the demands of the public. The results of FGD at kebele 01 highlighted the irresponsiveness of Ethiopian Electric Power Corporation as follows: “It is independent government in itself that does not respond to the needs of the public”. This cote implies the degree of irresponsiveness of this organization to the public needs. Thus, it can be inferred from this finding that the institutional arrangement is not conducive to facilitate participation. These findings imply that the problem was emanated from lack of subsidiarity i.e. the provision of electric power is centralized and became out of the jurisdiction of LGTA.

In case the delegation of power to provide electric power to LGTA was associated with one of the principles of subsidiarity i.e. efficiency, Ethiopian Electric Power Corporation in the town was not capable to provide the service. As the result, there was failure to respond to the demand

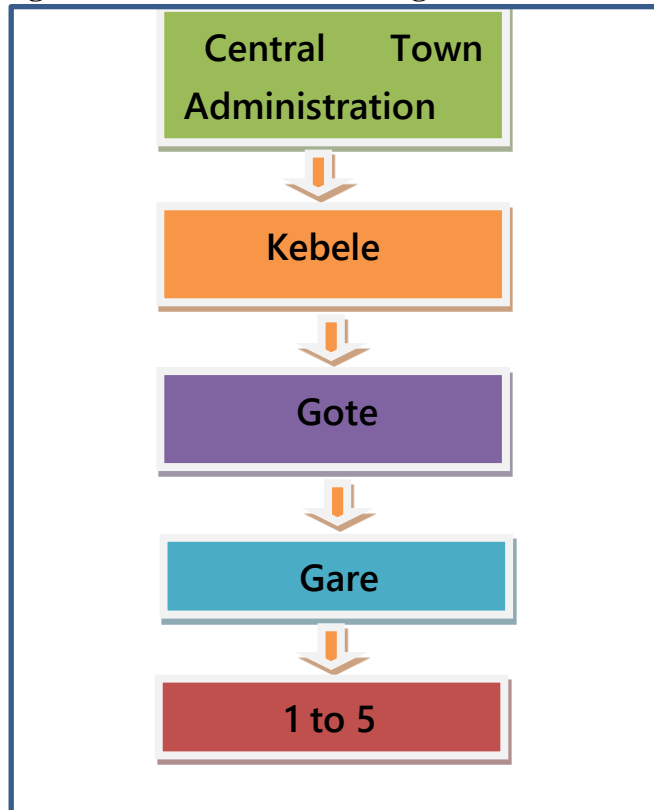
of the public on time and adequately. As indicated by the results of FGDs and Interview with development committee heads the delay in providing electric power provision imposes additional cost on the residents due to inflation. The above results further indicated that this situation offended the residents and reduce their interest to participate. This implies that authority of local government is an institutional factor that adversely affected participation in development.

#### **4.3.1.2 Organizational Structure Arrangement**

Organizational structure is an important device to enhance and facilitate participation. Proper organizational structure facilitates the effectiveness of participation that favors the local situation. To this end, the organization structure should be established based on scientific principles in manner that enhance efficiency and effectiveness in its operation. Accordingly, it should be based on the activities that should be performed; it should coordinate different stakeholders; and should create clear responsibilities and authorities. Based on these general structural principles, the town government structure devised to facilitate participation is assessed.

The organizational structure of the town government to manage participation was extended from town government level to shane (an organization encompasses 1 to 5 residents) following top-down hierarchical arrangement. This arrangement was not suitable to the nature of participation (which needs bottom up approach). The structural arrangement is depicted in Figure 4.1

**Figure 4.1: The levels of town government structure**



Source: Field Survey, 2020

Figure 4.1 shows hierarchical structural arrangement of the town government to facilitate participation. The organizational structure depicted in Figure 4.1 appears that it created government unit proximate to the public. However, facilitating participation depends on the capacity of the concerned government level. In this regard, the results of interview conducted with CPEs and manager of the town and kebele (administrative unit below central Town Administration) indicated that town government tiers, especially gote (administrative tier below kebele that encompasses 40 to 120 residents), gare (Administrative arrangement below gote that encompasses 20 to 40 residents), and 1to5 lacked capacity to facilitate participation. The administrative tiers below kebele had no legal background that grant an authority to make decision regarding participation in development. Moreover, they lacked management capacity to facilitate participation. They were only used by town administration as a tool to collect resources and to control the public. This finding puts forward that the structural arrangement was not in a position to facilitate participation.

The institutional arrangement of LGTA to facilitate participation was based on traditional Weberian bureaucratic arrangement that emphasized experts, monocratic (top-down) hierarchy, and administrative autonomy. As the result, its performance and responsiveness to the demands of participation was inadequate. The results of Interview with kebele managers indicated that the structural arrangement of LGTA was not feasible to facilitate participation. It was divided into unmanageable units without taking in to consideration the optimal level of division of activities upon which the scientific structural arrangement depends on. The results of interview with CPEs and FGD reveals there was no participatory development project, which was solely undertaken by separate gare and 1 to 5. Therefore, gare and 1 to 5 was not necessary to facilitate participation. This finding suggests that there was duplication of effort that result in loss of effort and prohibited the public from holding comprehensive idea about development projects.

The results of FGDs and interview with Key informant from the public indicated different adverse effects of this structural problem, which follows. It led to confusion rather than facilitating participation. Furthermore, the public develop negative attitude towards the structure of town government, especially 1 to 5. The FGD results stressed that the public held the perception that the government created this tier in order to tightly control the public rather than facilitating participation. The organizing of the public into 1 to 5 involuntarily creates fear among the public since they lack trust among each other. This finding advocates that the structural arrangement of the town administration was not conducive for participation.

There was overlapping of responsibilities at different tiers of town administration established to facilitate participation. The results of interview with kebele managers and community development experts revealed that the responsibilities of kebele administration and the tiers below it were coincided. For example as per the results of document review, awareness creation was stipulated as the responsibilities of kebele, gote, gare and 1 to 5 simultaneously. This kind of duplication of responsibilities led to confusion among these tires of town administration rather than creating clear responsibilities of each organ. There was also overlapping of authority of different tiers of town government in making decision at different phases of development process. The results of interview with kebeles managers and CPE suggested that needs

identification and priority setting of local development were stipulated as the responsibilities and authority of both gote and kebele administration.

The structure of kebele administration was also not appropriately organized in manner that facilitate participation. In this regard the results of FGD at Ayer Tena, kebele 02, attested that kebele administration structure was inappropriateness in fostering participation. Further the results of the above FGD indicated that Ayer Tena is relatively isolated area in kebele 02 and one of the areas neglected by administration. The administration failed to establish structure proximate to the area that takes into consideration the unique condition of the area. This finding implies that the different kinds of public needs were not taken into consideration in an attempt to facilitate participation.

One of the functions of organizational structure is enhancing coordination among the parts of the organization. However, the results of FGD revealed that LGTA structure could not foster coordination in facilitating participation among different offices of the town government. The results of FGD further indicated that lack of coordination among different branches of LGTA shortened the life span of output of participatory development.

As can be learned from the results of interview with CPE, lack of clear responsibility among the hierarchy of the town government was serious institutional challenges of participation. The results of FGD indicated that no clear responsibilities of institutions involved in the process of development activities. The results of FGD revealed that in some places there is development committee in the other places CPB supposed to play the role of development committee, though it was not effective in leading participation in development. In some places there was overlapping of CPB and development committee responsibilities. In some places both of them were existed. This finding implies that lack of clear responsibility among organs devised to facilitate participation created role ambiguity.

#### **4.3.1.3 Human Resource**

Human resource is an important organizational variable in channeling other resources of town administration to enhance participation. Therefore, human resource is an important capacity dimension of the town administration. For the purpose of this study, the town administration human resource was assessed along competence, commitment and attitude to initiate and facilitate participation.

Job position devised to facilitate participation was created in the structure of town administration at town level and kebele level. The positions were at expert capacity at both levels of town administration. There was no separate unit in the town administration to manage participation. The assessment of employees profile assigned to handle participation disclosed that they do not possess qualification required to handle participation. The results of interview with Town Manager attested that the workers assigned on the position of CPE at town and kebele levels did not possess the knowledge of participatory techniques, which are crucial to facilitate participation.

The results of the aforementioned interview further indicated that the experts were not holding qualification, which was even closely associated with participatory technique. The results of key informant interview with one of CPEs revealed that the workers assigned to facilitate public participation lacked experience and possess low level of qualification. The interview with town manager verified the fact that the persons assigned on CPE positions were not qualified for the position. The above finding implies many things about manpower of the town administration. One of the implications is assignment of manpower on community participation experts is not based on merit/competence. Other implication is that since CPE lack participatory technique knowledge, they were performing their duties based on rule of thumbs. The employees are not capable to enforce participatory techniques. Thus, the capacity of town administration was weak in terms of manpower.

The results of key informant interview with one of CPE disclosed that besides lack of experts, the persons assigned on the position of CPE were those demoted from other positions. The above result further indicated that CPEs' positions were used as the dumping place for those who were not favored by town administration officials or displaced from their former position in some way. In addition to lack of qualification, the persons were involuntarily assigned on CPE positions. One can imagine that with lack of expert/knowledge and concurrent lack of interest of the job, how much this person became efficient and effective? This finding implies that though participation in development is crucial factor for solving the problem of the public and enhancing the sense of ownership, the town administration gave little attention to it.

As per the results of key informant interviews with kebele managers and CPE the responsibilities of CPE at town level were compiling community participation information in the kebele; preparation of community participation report in the town; serves as a liaison person between kebele and gote heads; collection of public participation plans form gote heads; summarizing and compiling community participation plan of town; awareness creation about the benefits of participation; and follow up performance of participatory development activities and similar activities. A close look at the above job description of CPE implies that the position lacks responsibilities related to participatory approach. The responsibilities of CPE are the normal bureaucratic routines. It only assigns clerical responsibilities to the experts. This finding suggests that the position of CPE did not stipulate participatory techniques as the responsibilities of the position and the assignment of unqualified persons on the position emanated from this job description.

The other dimensions to assess manpower are job attitude and commitment of human resources of the town. In this regard, the results of FGD conducted at kebele 01 and 02 stressed that majority of town administration workers had no good attitude towards participation. These evidences attested that they resisted bottom-up nature of participation. They strived to maintain status quo that follow top-down hierarchical bureaucratic nature of public service delivery.



Article 43 (1) of ONRS Urban Local Government Proclamation No. 65/2003 confers the power to administer its human resource on City Government. It stipulated that “Every urban local government shall have the power to recruit, promote, determine the functions, salaries and benefits, manage, discipline and dismiss its staff in accordance with the law of the Regional State”. This provision grants the town administration the power to determine and hire appropriate employees for facilitating participation. Despite the presence of this provision, the town administration failed to place appropriate manpower on the positions of CPE. This finding advocates that the town administration had no good attitude towards participation and intentionally assign unqualified manpower on CPE positions. Thus, the town administration human resource was not qualified to foster public participation in local development.

#### **4.3.1.4 Level of Capacity**

The level of LGTA capacity to facilitate participation was determined along the following parameters: inclusiveness, accountability, structure, institutional culture, leadership and attitude of bureaucracy towards participation. These parameters were systematically drawn from literature related to measuring organizational capacity. The intention to determine the level of town administration capacity was done through collecting public opinion using 5 point Likert scale. In order to determine the level of town administration capacity the scale was combined to three rating scale low, moderate and high. The analysis was undertaken on items analysis and overall scale in the subsequent paragraphs. The results of individual items analysis of town administration capacity was presented in Table 4.2

**Table 4.2: Item analysis for town administration Capacity to facilitate Participation**

Items	Level				
	Mean	SD	Low (1-2.33)	Moderate (2.34-3.66)	High (3.67-5)
The town administration is inclusive in enhancing participation in development	2.26	.88	28.7%	16.5%	54.8%
The town administration facilitates participation in development in an accountable manner	2.16	.89	32.5%	18.9%	48.6%
The structure of town administration is conducive to the participation in development activities	1.77	.88	52.2%	18.4%	29.6%
The institutional culture of the town administration foster participation in development	1.75	.86	52.6%	19.6%	27.8%
The town administration has a strong leadership committed to facilitating participation in development.	2.28	.84	25.1%	25.1%	52.9%
The town administration workers have better attitude towards participation in development.	2.09	.88	34%	21%	43.8%

Source: Survey data, 2020

The result of data analysis depicted in Table 4.3 revealed that the overall mean of items analysis of level of town administration capacity was  $M = 2.05$ . The level of town administration capacity along individual item was determined through comparing individual item mean with overall mean.

The comparison of the mean of item analysis of town administration inclusiveness ( $M = 2.26$ ) with the overall mean suggests that the town administration was inclusive in facilitating participation. In similar fashion, the mean of item analysis of facilitating public participation in accountable manner ( $M = 2.16$ ); strong and committed leadership ( $M = 2.28$ ); and the town administration workers attitude indicated better position of the town administration to facilitate participation. However, the results of qualitative data analysis refuted this finding. The results of FGD conducted in kebeles indicated that leadership of the town was weak to facilitate participation. The results of the above FGD further revealed that they lacked leadership qualities; especially failed to serve as the role model for the public. For instance, the results of the above

FGD reflected that government officials' lack of commitment to enforce the preparation of land, such as fence demolition and cutting trees, for road construction. The results of FGD conducted at Mito ber also verified the results of FGD in kebeles that government officials' lack of commitment as follows: "the public officials lack the sense of national interest". These findings imply that town government officials were not committed to create enabling environment for participation. As per my observation in the process of data collection the capacity of town government was weak along the aforementioned parameters. Thus, the divergence between the results of quantitative and qualitative data needs further research.

The comparison of the mean of structure of town administration ( $M = 1.77$ ) and institutional culture ( $M = 1.75$ ) with the overall mean indicated that the town administration capacity was low along these parameters. Institutional culture is the composition of different organizational variable, as the result unconducive culture is the major factor which affects participation. These finding implies that organizational structure and institutional culture of LGTA was not conducive for participation. Thus, these factors hindered public participation in development in LGTA. The institutional capacity of town administration was also analyzed by taking into consideration the overall capacity. This was done through merging individual levels to composite variable through transformation. The result of the analysis was presented in Table 4.3.

**Table 4.3: Level of town administration capacity to facilitate participation in development**

<b>Levels</b>	<b>Frequency</b>	<b>Percent</b>
Low (6 – 14)	32	12.54
Moderate (15 – 22)	205	80.39
High (23 – 30)	18	7.058
Total	255	100

Source: Field Survey, 2020

The result of data analysis in Table 4.3 revealed that the overall capacity of town administration to facilitate participation was at moderate level (80.39%). However, the result of qualitative

analysis refuted this finding. The results of FGD and key informant interview with respondent drawn from the public indicated that the overall institutional system of the town administration was weak. Moreover, the results of FGD reveals that the town administration failed to work in close cooperation with public. These results further stressed that the town administration was partial while undertaking development activities. These finding imply that the town administration experienced serious institutional capacity gaps to enhance participation.

The weak capacity of the town administration had adverse effect on the sustainability of participation. In this regard, the results of FGD and interview with key informant from the public pointed out that a trend of participation decline from time to time due to the inability of the town administration to facilitate participation. Specifically, the result of FGD conducted in kebeles indicated that the practice of participation decline at model places in the town like Didisi Mender due to lack of town administration support.

The results of FGD conducted in kebele 01 revealed that the capacity of the town administration was weak at each tiers. This could be the duplication of poor administration at the town level to kebele level. The above results associated weak capacity of the town to its Cabinet inability to initiate and facilitate participation. The result further indicated that Cabinet became ignorant to facilitate and initiate participation. Moreover, the aforementioned results of FGD indicated that the lives span of cabinet membership also the contributing factors to lack of commitment among the cabinet members to enforce participation of the public. This finding implies that there was no political commitment to facilitate participation in LGTA.

The results of FGD in kebeles also indicted lack of commitment among kebele officials to facilitate participation. The results of this FGD attached the sources of this problem to various reasons that follows. The officials of kebele administration were not elected by the public and assigned by town administration without the knowledge of the public. They came from different areas and had no knowledge about the problem in the kebele. They attempted to consult the public through meeting; however, the public was not willing to participate on meeting except

women and elderly. The results of this FGD attached the disobedience of the public to lack of trust on the officials. The result of the above FGD further stressed that they were more concerned about political issues and did not worry about development issues in the kebele. This finding implies that there was no close relationship between government and the public.

The results of FGD conducted in kebeles pointed out that capacity of the town administration increase from time to time to facilitate and oversee participatory development activities. The result further indicated that stills lack of good governance and poor administrative system of the town administration was also serious obstacles to participation. The result of the FGD and interview with key informant from the public stressed that this condition discouraged the public to participate in development activities.

#### **4.4 Responsiveness of Town Administration to Public Participation**

Responsiveness of town administration is an important ingredient of institutional context of participation. Responsiveness is a principle of public service delivery, which indicates how government entertains public demand. It is one way to measure the will of town administration regarding fostering bottom-up approach nature of participation. So as, to determine the responsiveness of town administration towards participation, public opinion was acquired through five point Likert Scale. The result of the analysis was presented in Table 4.4.

**Table 4.4: The Town Administration responsive to participation**

<b>Rating Scale</b>	<b>Frequency</b>	<b>Percent</b>
Very responsive	7	2.74
Responsive	44	17.25
Medium	126	49.41
Irresponsive	57	22.35
Very irresponsible	21	8.23
Total	255	100

Source: Field Survey, 2020

As can be observed from Table 4.4 about half (49.4%) of the respondents indicated that the responsiveness of town administration to participation was at medium level. This finding implies that LGTA responds to participation at average level.

Though the result of quantitative analysis indicated average level of town administration responsiveness, the result of qualitative analysis refuted this finding. The results of the FGD and interview with CPE key informant suggested that the town administration did not adequately respond to public needs. The government only gave lip services/ empty promise. The results of FGD further indicated that the town administration was not accountable to its failure in addressing public demand/need/interest. Thus, as the result of town government inadequate responsiveness to public motives, the priorities of development needs were not addressed based on the urgent need of the public. This finding implies that the town administration did not give serious attention to participation.

As per the results of FGD and interview with key informant from the public, the aspects of town administration irresponsiveness can be categorized into two: (1) delay in responding to public needs on time; and (2) ignoring public needs at all. The above result stressed that the town administration had fundamental problem in facilitating and implementing participatory development activities on time. The results of FGD further indicated that as the result of inadequate government responsiveness the urgent public needs for basic services was not met. This finding implies that despite its responsibility to facilitate participation the town administration became an obstacle for public role as a development force to alleviate its problem.

The other aspect of irresponsiveness, as indicated above, was failure of creating conducive environment for the implementation of participatory projects, which was in turn manifested in different aspects. The results of FGD indicated that the government failed to give title deed. This hindered the construction of road through participation. This situation became obstacle to undertake development activities. The town administration failed to provide technical assistance and did not open the roads upon which participatory development activities are undertaken. This

implies that the irresponsiveness of the town administration was the major obstacle to participation.

The results of FGD conducted in Kebeles pointed out that the town administration did not respond to public complaints on poor quality of participatory development implementations. The above results further revealed that though the residents complain about the quality of participatory development outputs, the town administration took over the low quality constructed road from the contractor and enforced payment. The above results also revealed that this was an intentional act that was done through neglecting the public a chance to participate in the evaluation. This situation discouraged the public to participate in the future. This, finding put forward that the government, despite the main actor in facilitating participation, became a challenge for sustainability of participation.

The results of FGD conducted at Kebeles pointed out that the irresponsiveness of the town administration to participation was high at lower level tiers of government. The result further indicated that the upper government structure was relatively supporting participation. The result also stressed that the lower hierarchy of the government even did not respond to simple demand of the public like maintenance of development outputs. The irresponsiveness of the government to the needs of the public at grassroots level is the dangerous situation since this is the level of government that have direct contact with the public in their daily routines.

The results of FGD conducted at revealed that bureaucratic obstacle was also among factors that led to irresponsiveness of town government to participation. The bureaucracy was highly resisted bottom-up approach of participation. The bureaucracy was approaching participation through top-down mechanisms. The bureaucracy had the intention to coerce the public rather than initiating the public through creation of awareness about the benefits of participation.

The results of the above FGD also pointed out that town administration failure to provide awareness creation for its workers about participation was other aspect irresponsiveness to participation. This situation was a major reason for weak performance of workers regarding participatory development. As the result, the attitude that “it is up to the public to participate or not” reflected among public officials and workers. This finding advocates that government officials’ and workers’ resisted bottom-up development approach that contradicts with their interest of top-down bureaucratic approach.

The results of FGD conducted at Kebeles pointed out that government officials are not concerned for the need of the public and simply devoted to address their own needs. These results further indicated that the main reason for irresponsiveness of the town administration officials to the needs of the public associated with their origin. The above results also pointed out that since Limmu Genet is not their birth place they do not worry for the development of the town. As the result, their aim is to extract the resource of the town as long as they possess power than working for sustainable development of the town. This finding implies that there was lack of ownership among the public officials, which became main obstacle to participation.

The results of interviews with key informant from the public and CPE indicated that failure of town government to recognize participation as the force of development was the main problem that faced participation. Thus, the weaknesses of the town government to facilitate participation jeopardize the sustainability of participation. For instance, once the residents’ met minimum level of service needs they withdrew from participation due to lack of government support.

The review of documents revealed that the irresponsiveness of City Government to the needs of the public was contradicting with the legal provision. In this connection, article 32 (4) ONRS Urban Local Government Proclamation No. 65/2003 stipulated that “the urban local government has a duty to give prompt response to questions and complaints brought by the residents”. Despite this legal provision in most of the cases the town administration failed to respond to public complaints and suggestions regarding the quality of participatory development outputs.



This finding implies that there was high gap in policy implementation regarding participation in LGTA.

#### **4.5 Development Committee**

In addition to town administration structure, people self-organization such as development committee was also the responsible body to facilitate participation. The results of key informant interview with CPE and kebele managers revealed that committee was only common at new areas of the Town. The aforementioned results further indicated that in most parts of the town development committee was replaced by CPB, which was the other face of hierarchical town government structure. Development committee was established by the public in order to manage their effort in local development. It was relatively autonomous residents' organization that operates its activities independently. However, the prominence of this people organization approaching to disappear from the town. This finding implies that the government was the major actor in undertaking local development activities rather than creating favorable condition for the proliferation of people's organization.

As per the results of interview with kebele managers, the committee was closely working with town government in the provision of local services. The results of interview with development committee heads indicated that the committee plays a great role in facilitating and organizing the community on local development activities such as installation of new electric power and road construction. The aforementioned results also indicated that the committee was initially organized by members from different gotes to identify and set priority of cobble stone roads to be constructed. However, through time the responsibilities of the committee were surrendered by town government structure. As the result, the committees were banished at different places in the town. This finding implies that the committee was efficient and established along development projects performed in a given area rather than dispersing the efforts as that of administration structure such as gote and 1 to 5.

The results of interview with town manager and development committee heads unanimously indicated that development committee was made more efficient and effective contribution in initiating and facilitating participation than the town government did. This finding confirms that people's own organization, which functions outside the top-down bureaucratic structure, was appropriate for participation.

However, different factors affected the performance of committee in facilitating participation. The results of interviews with development committee heads pointed out that the failure of the town government to adequately support the effort of the committee was major problem that hindered committee performance. The delay to install electric power that partially funded through public contributions was the major challenge of committee performance. This finding implies that the town administration did not create conducive environment for peoples' organization to lead participation in development.

#### **4.6 Community Participation Board**

CPB was the organ established by town administration to manage public participation in the town at all levels. As per the results of interview with CPE at the center, CPB was responsible for all stage of development process. The results of interview with town manager and CPEs revealed that the structure of CPB was extended from town level to gote level along the tiers of town administration. The result of the interview with CPE indicated that CPB was headed by town administration officials at different levels through co-opting members from different parts of the society. At town level, Mayor of the town was the head of CPB. At kebele level the chairman of the respective kebele was the head of CPB of the kebele. It continues to gote level, where the gote head was the head of CPB of the respective gote.

The above facts imply that CPB was simply the extension of town administration structure. That means it was another version of the Government structure devised by the town administration to deceive the public that participation is led by independent organ. Thus, CPB was pseudo organ that was established to lead participation. The attachment of CPB to government structure

enhances bureaucratic rigidity that cannot fit to the bottom up approach of participation, which needs flexible structure that fit the diversified interest of the public.

**Table 4.5: Nature of CPB in LGTA**

<b>Items</b>	<b>Response Categories</b>	<b>Number</b>	<b>Percent</b>
Knowledge of the existence of community participation board in the town	Yes	147	57.6
	No	108	42.4
	Total	255	100
How the members of Community participation board are usually selected?	Elected by the residents	70	27.5
	Assigned by the government based on political loyalty	160	62.7
	Prominent person in the community takes the position	23	9
	Other	2	.8
	Total	255	100
CPB influence on the decision making process regarding need identification, planning and implementation of development activities in the town.	Yes	93	36.5
	No	162	63.5
	Total	255	100
Extent of CPB effectiveness in managing the development process	Highly effective	14	5.49
	Effective	32	12.54
	Medium	65	25.49
	Ineffective	98	38.43
	Highly ineffective	46	18.03
	Total	255	100

Source: Survey data, 2020

The result of analysis presented in Table 4.5 pointed out that more than half of the respondents (57.6%) knew the existence of CPB in the town to lead participation. The rest, (42.4%) of the respondents did not know the existence of CPB in the town. However, the results of FGD indicated that the public recognized CPB as the administration structure. The results of FGD further indicated that the public had no information about the roles of CPB and its contribution to participation. This finding implies that CPB board was the extension of administration structure that enhances top down approach rather than becoming an organ to enhance bottom up approach to development.

The way members of CPB were selected can also indicated whether or not CPB was community organization or the administration structure which intended to manage participation in development. In other words, how the members were selected is an indication of status of CPB. The result of analysis depicted in Table 4.5 (62.7%) pointed out that members of CPB were assigned by administration based on political loyalty. The data also indicated members of CPB were selected through other ways such as by the Community (27.5%); and prominent person in the community takes the position (9%). These facts suggest many things. First, there was no uniform way of selecting members of CPB, which indicated that the administration of CPB itself was not guided by rules and principles. Second, the selection of member by government in most cases indicated that it was the version of administration structure. The results of interview with key informant from the public and FGDs conducted in kebeles also verified that there was a confusion regarding responsibilities of CPB. These finding imply that it was not the people self-organization and in a position to manage participation in development.

The extent to which CPB influences decision making regarding participation is the manifestation of its power. The result of data analysis presented in Table 4.5 (63.5%) indicated that CPB had no power to influence decisions regarding participatory development process. If the responsibilities assigned and authority delegated to a given organ is not equal, it is not in a position to discharge its responsibilities. This is what can be inferred from the above fact regarding the power of CPB. Moreover, the results of FGDs revealed that there was confusion regarding the power and duties of CBP among the public. These results indicated the tendency of

perceiving it as a pseudo-institution. As indicated in Table 4.5 the majority of the respondents (56.46%) indicated that CPB was not effective in managing participation in LGTA. These findings imply that CPB have no clear responsibilities and lacks adequate authority to influence decision making regarding participation in development.

#### **4.6.1 The town development main committee**

The town development main committee composed of the urban dwellers, youths and women's forum, youth associations and other civil societies and members are selected in fair and democratic manner. The members of the town development main committee are from the committees of the villages and kebeles. The main committee has 9 members; the chairman, the deputy chairman, secretary and accountants (finance officers) are elected among the 9 members.

As per the data obtained from the secondary source and interview conducted with the main development committee chairman, among the members 3 are from the urban dwellers forum, youth association and women's forum and the other 6 members are elected persons from the community. The town development main committee is accountable to the town council and the chief executive of the town.

The town development main committee has the following duties and responsibilities: Plan, organize, direct and coordinate developmental activities in each kebeles; organizes sections for facilitating development activities and directs them towards achieving the intended goal; presents the development achievements from kebeles development committee to town development council; mobilizes and coordinates the populace for developmental activities as per the plan designed; ensure the collection of financial and material contributions for development activities collected in proper way using legal receipts and administers the finance and other properties as per the finance regulations; gives necessary support for the organizations and investors to undertake development projects that they plan to do by their own initiative; presents periodic financial reports for the town development council and chief executive and the main development committee presents three month report for the town people.

#### **4.6.2 Town Sub-Committees**

Under the town development main committee there are three sub committees. The first one is the mobilization and public participation planning sub-committee (MPPPSC) which is responsible for mobilizing the community towards local development; collecting and prioritizing the needs of the community; prepares the fiscal year's plan and submitted to the TDMC; updates the community about the developmental activities; follows up the implementation of the projects being undertaken, performs fund raising jobs; arranges discussion panels with the community preparing reports, pamphlets, brushers and uses other mechanism to disclose information about the developmental activities undertaken by the PLCEDW for the community; and etc. The second is the finance, material management and procurement sub-committee (FMMPSC) which is responsible for collect and depose the fund obtained from different sources; performs the finance and material management works as per the policy of the government; prepares monthly report of all transactions undertaken in the month; and presents a plan for purchase of materials to the DC through the MPPPSC. The third one is the construction follow up, care and maintenance sub-committee (CFCMSC) which is responsible for follow up of all projects.

Below the town committees there are the kebele, gote and the 1 to 5 development committees which are responsible for mobilizing and coordinating the community at the grassroots level. As the face to face interview responses with different officials of the town and kebele development main committee revealed that, in the current trend community participation in the Limmu Genet town, these lower level committees are the most functional one like that of the Town development main committee. This implies that the development activities in the sub-town are the result of joint effort of the lower and middle level committees. Had these lower committees been reluctant like the other higher committees, the development activities undertaken in the sub-town city wouldn't be accomplished.

## 4.7 Nature of Public Participation

This section brings to light different issues related to nature of participation. Under this section the researcher assessed forms of participation, willingness to participate in development, and approach of participation.

### 4.7.1 Forms of Participation

The residents contribute for local development in different forms. The prominent forms of participation are financial, labor, material and professional service. The prevalence of a particular form of participation is affected by the capacity of the public as well as the mode of contribution imposed by local government. The forms of participation in LGTA are presented in Table 4.6.

**Table 4.6: Forms of Participation**

Description	Frequency	Percent
Financial contribution	90	35.29
Labor contribution	88	34.5
Material contribution	48	18.82
Professional service	29	11.37

Source: Field survey, 2020

As indicated in Table 4.6, the public participated in all forms in LGTA. However, the proportion of participation in each form varies. Participation through financial contribution (35.29%) was dominant relative to other forms of participation. Participation through labor (34.5%) was almost the same with financial contribution. There were almost similar proportion of participation through material contribution (18.82%) and professional service (11.37%). The result of interview with kebele managers' indicated that labor contribution was undertaken by those who had no capacity to participate through financial contribution and other forms. The result of the

interview also pointed out that material contribution was done through provision of materials in kind for development activities.

The results of interviews with public officials and FGD revealed that two town administration policies contributed for the prominence of participation through financial contribution. One of the policies refers to the obligatory contribution by the residents for development to get public services provided by town administration. The other policy is cost-sharing of the expenditure of public service provision among town administration and the public. The results of interview with CPE and FGD show that roads (Coble stone) and installation of electric power were undertaken for a given area only and only if the public cover half of the costs of development projects. The amount of public contribution has increased from time to time. The results of interview with town manager and FGD pointed out that initially residents required covering 30% of the cost of road construction and electric power installation. However, the town administration increased public contribution to 50% of the total cost of the project. The results of FGD further indicated that the decision regarding public contribution was done by town administration without consultation with the public. The town administration was not taken into consideration the capacity and the interest of the public. This implies that participation involves involuntary aspect that contradicts the very nature of participation.

The results of interview with key informant CPE at central town administration pointed out that participation through professional service/idea provision was prevalent at the inception of formal participation in development. The results of FGD attested that due to town administration failure to take into consideration public comments, participation through professional service decline from time to time. The results of the above interview further revealed that professional service was provided in planning local development and determination of quality and quantity of development activities. This finding implies that though professional service contributes in enhancing the implementation and quality of participatory development activities, it was not given due consideration by town administration.



#### **4.7.2 Public Participation: voluntary or involuntary**

Participation can be through free will or involuntary participation induced by government machineries. The result of data analysis revealed that there was the prevalence of both voluntary and involuntary aspects of participation in LGTA. The voluntary and involuntary aspects of participation could be discerned from the inception of participation; factors initiating to participate; and cost sharing principle enforced by town government. The results of FGD and key informant interview with CPE show that willingness of the public to demolish their property for development activities; and invention of new development ideas (example - road side greenery development) were the manifestation of voluntary aspects of participation. The above results further indicated that the public design development projects by them and takes initiative to implement. The public voluntarily demolish their home and fences for extending road size.

The results of key informant interview with CPE indicated that participation, especially cobble stone, was involuntary at its inception. Meanwhile, the town administration enforced participation through cost sharing mechanism. The above results further pointed out that participation was involuntary without taking into consideration public interest and need. This involuntary participation enhanced lack of ownership of outputs of development activities among the public. The results of the above interview also revealed that at the inception of participation, the public destroyed infrastructures developed through public participation since it was forcefully initiated by town administration. The results of the above interview further revealed that the public lacked ownership for two reasons: (1) the way town administration tries to mobilize the public to participate in development; and (2) the favoritism made by town administration, the major problem, in the construction of cobble stone around the home of town administration officials. These findings imply that involuntary participation impedes genuine participation and ownership of development outputs.

Moreover, voluntary or involuntary aspect of participation was determined based on factors that motivated the public to participate in development activities. To this end, the respondents were asked whether they participated in development to bridge the gap of local service delivery, as a

precondition to acquire government services, and in some case to improve their own capacity. The results are presented in Table 4.7

**Table 4.7: Factors that motivate to participation in development**

<b>Description</b>	<b>Frequency</b>	<b>Percent</b>
To improve the gap in basic service delivery	190	74.5
As a precondition to acquire government services.	40	15.68
To improve their capacity	25	9.80

Source: Survey data, 2020

A glance at Table 4.7 indicated that about 74.5% of the respondents were motivated to participate to improve the gap in basic service delivery. The results of FGD verify that there was high rate of participation to bridge the gap of public service as the result of government failure to provide basic infrastructures, especially in new areas. The residents of new areas organized and attempted to satisfy their felt needs through committee leadership. For instance, the results of FGD conducted at Liz sefer area revealed that the public contributed 100-2000 Birr for provision of basic services through their association. Furthermore, the results of key informant interview with development committee in kebele 01 showed that the public made great efforts to install new electric line and road network development by covering all costs.

The result in Table 4.7 divulged that about 15.68% of the respondents reported that they were motivated to participate for the reason that participation was a precondition to acquire government services. The results of key informant interview with CPE and FGD substantiated that the public obliged to pay contribution set by town government in order to obtain public services. This finding implies that the public neglected the basic right to obtain government services without direct transaction and involuntarily engaged. The results of FGD revealed that in most cases, the provision of street light was involuntary through coercion by town administration. This advocated that there was involuntary participation in local development. Only 9.80% of the respondents' motivated to participate to improve their capacity. This advocated that there was a tendency of understanding participation as the means of improving

one's own capacity among the public in LGTA. This situation implies that there was recognition of participation as a means of enhancing personal empowerment among the public in LGTA.

The above findings put forward two major issues. In the first place, participation as the means of development in LGTA is high; and secondly, the town government is not capable to provide basic services to the public. Consequently, the public initiated to solve their problem by themselves. Participation to improve basic services carries on the intention of both voluntary and involuntary nature of participation. On one hand, the incapability of the city government to provide adequate local services forced the public to participate in local service provision. Therefore, even participation to address their felt needs indicate involuntary aspect of participation. On the other hand, participation to improve basic services indicates the existence of co-production of public service delivery, one aspect of New Public Management (NPM). In other words, the initiation of the public to bridge the gap of public service delivery indicates high level of development that is development by the public for the public.

The results of FGD and key informant interviews with CPE pointed out that in some cases; the public participated through their own social mechanism in the development of different infrastructures. The situations in Ayer Tena Mender in kebele 02 and Didisi area of Kebele 01 were the best practice in this regard. At Ayer Tena Mender the public engaged in the development of their affairs through creating different association based on social organizations. These organizations include younger association, women association and men associations. At Didisi, in addition to development committee the public participated through local institutions like idir. In addition to designing and implementing development projects the public voluntarily demolish their houses and fences for road expansion. This implies that the public is capable to solve their problems independently without government intervention. These finding attested the argument that participation through Community Based Organizations is more effective than participation through government structure.

The results of FGD and interviews with town manager and CPE pointed out that despite a tendency of dependency syndrome among some residents; the public was willing to participate in development. The willingness and interest of the residents to participate can also be understood from the information provided by one of the key informants from the public regarding the interest of poor women sustains her life through baking budena. The informant said that this poor woman expressed her willingness to participate in development as follows: “if the government comes to my vicinity and perform development activities, why I refuse to participate in development through providing 150 Birr”. The key informant further indicated that the aforementioned woman contributed for the construction of road. This cote implies that capacity to pay is not fundamental barrier to participation rather context of participation affect participation.

#### **4.7.3 Approach of Participation: top-down or bottom-up**

The researcher determined the approach of participation, top-down or bottom-up, based on who makes decision; the organization through which public participates; whether or not public ideas are taken into consideration in decision; and how the efforts of public are handled. Along these parameters, the result of the study revealed that the approach of participation was top-down in LGTA.

The results of FGD and interview with CPE show that participation was initiated by town administration and undertaken through participation at different tiers of Government. The above results further indicated that the majority of participation was undertaken through 1 to 5 and gote government structures. Thus, the researcher examined the approach of participation at two important phases of local development process: need identification and priority setting. The researcher emphasized on these two development phases since they involve interest aggregation.

Need identification is the first phases of local development process. It is an important stage at which the real problem of the public is identified for action. It is also a stage at which the public should be involved in the decision making regarding local development. In order to determine

the approach of participation in development needs identification, data were collected on channels of participation. The result is presented in Table 4.8.

**Table 4.8: Channels of participation in identifying local development needs**

<b>Channels of public participation</b>	<b>No.</b>	<b>Percent*</b>
Through kebele meeting	128	50.19
Through 1 to 5 meeting	125	49
Trough gote meeting	120	47
Through gare meeting	106	41.5
Through committee representation	47	18.43

Source: Field survey, 2020

A glance at Table 4.8 disclosed that the public participated in needs identification through kebele meeting (50.19%), 1 to 5 meeting (49%), gote meeting (47%), gare meeting (41.5%), and committee representation (18.43%). The results of FGDs verified that the public participated in needs identification through meeting held at different tiers of town government and committee representation at some places. However, participation through committee representation (18.43%) takes the lowest position when compared to the other ways. development committee is considered as peoples' organization that enhances genuine participation. Thus, lower rate of needs identification through committee can be considered as an indication of insignificant people participation in determining their urgent needs through their organization. Participation in needs identification was almost undertaken through government structure. This finding implies that participation follow top-down approach in LGTA.

Setting priority of development needs requires relatively autonomous decision by the public that enables them freely select their urgent needs rather than incorporating in tight bureaucratic decision making. However, the results of the study suggest that participation in needs priority setting was also top-down approach in LGTA. The channel of participation in needs priority

setting is an indication of approach of participation. The channel of participation in setting priority of needs is depicted in Table 4.9.

**Table 4.9: Channels of participation in setting priority of needs**

<b>Channels of public participation</b>	<b>No.</b>	<b>Percent*</b>
Through kebele meeting	142	55.8
Through 1 to 5 meeting	108	42.35
Trough gote meeting	124	48.62
Through gare meeting	90	35.29
Through committee representation	49	19.21

Source: Field survey, 2020

A close look at Table 4.9 indicated that the proportion of participation in needs priority setting fairly descending from kebele meeting to lower level tiers with the transposition of gare meeting with 1 to 5 meeting. The highest proportion of participation in needs priority setting took place at kebele meeting (55.8%) and gote meeting (48.62%). Next to gote meeting, participation in needs priority setting was through 1 to 5 meeting (42.35%). Participation in needs priority setting through gare meeting (35.29%) took the lowest position relative to other tiers. The proportion of participation in needs priority setting through committee representation (19.21%) was small. The results of FGDs validate that participation through committee representation, people's organization, was rare and not uniform throughout the town. Committee was prevalent only at new areas of the town. This finding advocates that participation in needs priority setting was also top-down in LGTA.

The results in Table 4.9 revealed that in most of the cases, participation in needs priority setting took place at higher tiers of town government. In principle, participation in the highest level of local government tiers is not suitable to the public to express their will and to influence decision making. Moreover, the results of FGD verified that kebele and gote meeting encompasses wide areas that lead to neglecting the situation in particular area. The results of FGD further indicated

that the meeting place, especially in large kebele, was not comfortable for the residents to participate. This finding suggests that the public was not given the chance to prioritize their development needs independently through people's organization like development committee. Rather, they were co-opted at different tiers of town administration. The results of FGD data analysis revealed this top-down approach to participation created favorable conditions for elites' domination of decision-making concerning development activities. This finding puts forward that participation followed bureaucratic nature, which was characterized by clear hierarchy of authority and rules established at the top in LGTA. This condition contradicts with the bottom-up nature of participation.

As per the results of interview with public officials at different town administration tiers, the incorporation of public contributions in town administration annual plan was also another aspect of top-down approach to participation in LGTA. The administration incorporated public contribution in its annual plan in different sectors and mobilize the public in line with the plan. The results of key informant interview with CPE revealed that the administration strives to achieve its plan of participation at any cost rather than initiating genuine participation. This advocates that the public was participated in the government program, which is top-down approach, rather than own their self-initiated development projects.

The management of participatory development activities in LGTA was also the manifestation of top-down approach. The results of FGDs and key informant interview with CPEs suggested that management of participatory development implementation was the responsibility of town administration with less consideration of public concern. The results of interviews and FGD revealed that the public neglected financial management of their contribution. The public only concerned in collecting their share for development activities and depositing in bank account opened at Cooperative Bank of Oromia in the name of public participation by town administration. After the public deposited their contributions in the bank, the management left for town administration. Thus, the public had less chance to manage their contributions.

The results of FGD indicated that performance evaluation of participation was done by town administration without giving chance to the public. The public did not get the chance to determine or approve standards of participatory development outputs. Public complaints on quality of development were neglected by town administration experts and officials. The results of FGD and interview with key informant from the public validated that neglecting the public from performance evaluation created favorable ground for embezzlement of public money and adverse effect on the quality of development outputs.

Who makes the decision about the amount of contribution for development activities is also an indication of approach of participation. The results of FGD and key informant interview with CPE also revealed that the amount of public contribution was decided by town administration cabinet. The decision was made and communicated to the public without consulting them and taking into consideration their capacity to pay. The results of interview with public official indicated that financial contribution from the public for the provision of local service was initially 30% of the cost of development project, which later increased to 50%. The results of FGD verified that the public required obeying the decision in order to get local development activities are performed at their vicinity. These issues are a typical feature of top-down approach.

The results of FGDs and interview with key informant from the public forwarded that the failure to take into consideration the concern of the public in development process decisions was also manifestation of top-down approach to participation. The power to make final decision on development needs priorities for action vested upon public officials and experts. Although, the public consulted in proposing their urgent needs the officials and experts did not seriously take into consideration the public interests. The above findings advocate that all aspects of participation were characterized by top-down approach in LGTA.

#### **4.8 Extent of Public Participation**

Public participation in the development of their affairs allows them to articulate their urgent needs and preferences that address their real problems. The articulation of these needs depends



on the extent of participation. The extent of participation dictated the degree to which the public involved in the decision making at each phases of development process. Therefore, the overall concern of this chapter was examining the degree to which the public influence decisions regarding local development. Discussion was carried out by integrating the results from both quantitative and qualitative analysis and underpinned on the basis of participation theory discussed under chapter two.

The frequency distribution of participation at each stage was presented in Table 4.10. The total number of respondents indicated at each stage of development refers to those took part in development activities among the total respondents of the study. As indicated in Table 4.10 most of the respondents (86.2%) generally took part in local development, at least, in one form, while the rest (13.8%) were not participated in development.

**Table 4.10: Distribution of public participation in the phases of local development**

Items	Responses		
	No.	%	
Participation in development activities in general	Yes	220	86.2
	No	35	13.8
	Total	255	100
Participation in identifying needs	Yes	180	70.8
	No	75	29.2
	Total	255	100
Participation in setting priority of needs	Yes	166	65.1
	No	89	34.9
	Total	255	100
Participation in planning	Yes	97	38.1
	No	158	61.9

	Total	255	100
Participation in the implementation	Yes	115	45.1
	No	140	54.9
	Total	255	100
Participation in the monitoring	Yes	83	32.5
	No	172	67.5
	Total	255	100
Participation in performance evaluation	Yes	80	31.4
	No	175	68.6
	Total	255	100
Proper consideration of public opinions in needs identification, priority setting, planning, monitoring as well as performance evaluation	Yes	72	28.3
	No	183	71.7
	Total	255	100

Source: Survey data, 2020

The results of analysis presented in Table 4.10 indicated that being taking part in local development regardless of the extent to which the public influenced decision and their views were taken into consideration. In order to determine the extent to which the public influenced decision in development process the results of item analysis of level of participation compared with the frequency distribution of being taking part in development. The results of item analysis of level participation were presented in Table 4.11. In order to obtain these results, the data collected through five rating scale were condensed into three levels to determine whether public participation at each stage was low, moderate and high in LGTA. The application of item analysis as a method of analysis to determine level of participation is adopted from Samah & Ndaaji (2014). They applied item analysis to determine women's level of participation in group approach activities. Thus, this method is tested in analyzing level of participation and can be transcend to the analysis the level of participation in local development.

**Table 4.11: Items analysis for level of participation**

Items	Level				
	Mean	SD	Low (1-2.33)	Moderate (2.34-3.66)	High (3.67-5)
Public participation in identifying development needs	1.89	.83	40.2%	30.6%	29.2%
Public participation in setting priorities development needs	1.98	.82	34.2%	33.5%	32.3%
Public participation in development planning	1.94	.84	38.0%	30.1%	31.8%
Public participation in local development implementation	2.07	.80	28.9%	34.9%	36.1%
Public participation in monitoring implementation of local development	2.23	.78	21.5%	34.4%	44.0%
Public participation in local development performance evaluation	2.36	.76	17.2%	29.2%	53.6%

Source: Field Survey, 2020

#### 4.8.1 Extent of Participation in Needs Identification

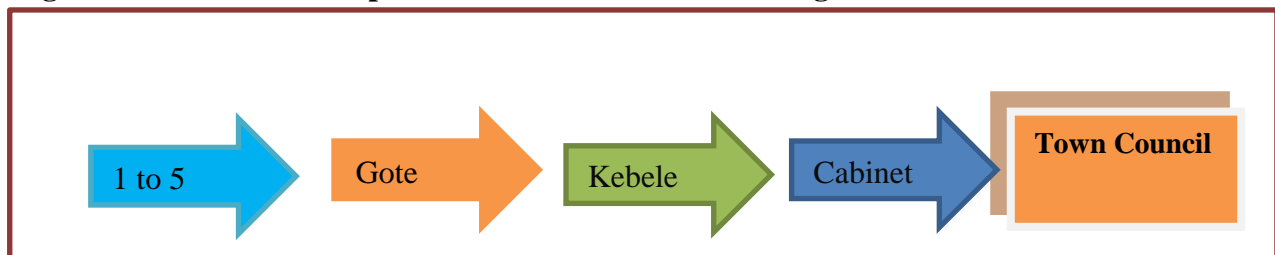
Needs identification is the stage at which the problem of the public scrutinized. Real participation at this initial stage of development allows the public to express its problem and serve as the means to know the gap in local public service delivery. As indicated in Table 4.10, among the respondents participated in development, about two-third of the respondents' (70.8%) took part in needs identification, while one-third (30%) did not take part in need identification. This finding advocates that there was pretence in the needs identification in major cases.

However, being present is not influencing decision making in the development process. The result of item analysis of level of participation in needs identification depicted in Table 4.11 verified this reality. It revealed that the mean of participation in identifying needs (1.89) was lower than the overall mean score of level of participation ( $M = 2.08$ ). This comparison

suggested that though about more than two third (70.8% in Table 4.10) of those participated in development in general took part in identifying needs, the extent to which they influence decisions regarding needs identification was low. The frequency distribution of item analysis of level of participation (40.2%) was also confirmed that there was low level of public influence on decision regarding identification of needs. The result of frequency distribution (71.7 %) about consideration of public opinions in Table 4.10 indicated that public opinion did not taken into consideration in development process. This finding also validated that the degree to which public influence decision regarding needs identification was low.

The results of key informant interview with CPE at Kebeles revealed that at the inception of participation in development, the town administration centrally identified needs without involving the public. This finding also corroborates the result of item analysis. The result of the above interview further pointed out that this situation resulted in confrontation of the public and town administration. The confrontation was due to the fact that the needs identified did not address the priorities of the public. The failure to take into consideration public voice in need identification by town government resulted in lack of sense of ownership among the public and destroying the outputs of local development. To alleviate the problem, the town administration delegated the activity of need identification to its lower level tiers: 1 to 5 and gote. The needs identified at this level were still subject to final approval at town administration level. Decision making regarding needs identification was undertaken throughout the tiers of town administration as depicted in the Figure 4.2.

**Figure 4.2: Flow of development needs identification through tiers of town administration**



Source: Researcher (2020)

The results of FGD and interview with public officials and key informant CPE revealed that there was contrasting view among the public and public officials on who identified needs. The town administration officials and experts claimed that the public directly participated in identifying needs. However, the results of FGD indicated that the heads of each tiers of town administration were identified needs. The researcher learned from my observation during various discussions and throughout my endeavor to collect data, the need was identified by town administration tiers. After the needs were identified by town administration officials at different tiers, the public was informed on yearly Kebele meeting. The power to approve budget for identified needs was vested on town council. The majority of the public did not appear on this meeting due to inconvenience of the meeting place and lack of trust on town administration officials and experts. This finding implies that needs identification was the stage at which politics of participation (the question of who identified needs, which involves value difference between the public and the officials) was reflected.

The results of interview with key informant from the public and FGD indicated that public lack of trust on town administration emanated from two factors. One of the factors, the main reason for public lacks of trust on town administration, was its failure to perform the promise, incompetence, delay, failed to inform about the changes and the lack of flexibility in a direction. The other factor was corruption practices committed by town administration officials and experts in relation to participatory development activities. As the result, the highest proportion of the public rejected the invitation of the town government on annual meeting to inform the identified needs. This finding implies that the meeting became the stage for elites to dominate decision regarding needs identification.

#### **4.8.2 Extent of Participation in Needs Priority Setting**

Development needs priority setting depends on the availability of resources and urgency of a given activity. However, participation of the beneficiaries in needs priority setting plays a crucial role in bringing the interest and fundamental need of the public to fore front. As indicated in Table 4.10, among those took part in local development through different forms, majority of the respondents (65.1%) took part in setting priority of local development needs. Whereas about

one-third (34.9%) of those who took part in development activities have not participated in setting priority of needs. The result of this frequency distribution showed high rate of pretence in the setting priority of development needs.

However, the comparison of the mean of item analysis of level of participation in setting priority of needs (1.98) with overall mean score of participation ( $M = 2.08$ ) reveals that the extent to which the public influence needs priority setting decision was low in LGTA. The frequency distribution of item analysis of level of participation in setting priority of needs (34.9%) also verifies the above finding. This finding advocates that participation at this stage was simply pretence without influencing decision regarding setting priority of needs. The result of frequency distribution about consideration of public opinions in development process (71.4 %) in Table 4.10 also validated that the degree to which public influence decision regarding priority setting was low.

The results of FGD and key informant interview with CPE revealed that decision about setting priority of needs was undertaken by town government tiers. The results further indicated that after priority for local development needs was set at 1 to 5 and gote, the public was informed on general yearly kebele meeting. The results of key informant interview with CPE pointed out that kebele administration gave priority for development activities depending on the strategic importance for general development of the town. The public meeting was also used for identification of unaccomplished activities in the last year and to give priority for those needs. The above results also indicated that sector offices presented the plan to public on yearly meeting for comment after setting priority of needs. The tendency of using strategic importance for the development of the town contradicted with the heterogeneous nature of public interest. This negated the core purpose of participation to address the heterogeneous interest, especially those of disadvantaged places in the town. In other words, this situation over ran the need of poor portion of the residents in the name of general development of the town.

The results of interview with town manager substantiated the above finding that public participation in setting priority of needs was at low level. The results further indicated that the power to give final decision/approval on the development needs for action through public participation was vested on town council. The council through its standing committee undertakes detail evaluation in prioritizing needs, planning as well as the final evaluation of participatory development activities. This finding suggests that the public had no power to make decision in setting priority of needs.

Using Arnstein's (1969) Ladder of Citizen Participation, the extent of participation in decision making regarding priority setting was at 'manipulation' level, which is the lowest level of participation. While setting priority of needs, 1 to 5 and gote heads invited social elites to engineer their support and setting priorities in the name of participation. The social elites involved in setting priority needs have no legitimate function or power. Informing the identified priority of local development through general kebele meeting was also another indicator of 'manipulation' level participation in setting priority of needs. This finding advises that the voice of voice less was not addressed and they were neglected their right to decide up on their affairs.

Based on Pretty (1995) Typology of Participation, telling what has been decided about local development priority to the public on general kebele meeting, suggests 'passive participation' of the public in decisions regarding priority setting.

Using White's (1996) Typology of Participation, public participation in priority setting was at 'nominal' level. Setting local development priorities based of the strategic importance of general town development rather than the diverse needs of the public was an indication of 'nominal' participation. This finding recommends that the interest of the town government was to legitimize its decision regarding local development priority in the name of public participation.

As per White (1996) typology of participation, the overall function of participation in this case was simply display. As the result, the priority determined through this form of participation

could not achieve the general goal of participation, which intended to address heterogeneous public needs. This finding also implies that the town government neglected the voice of voiceless or poor people as the primary concern for participatory development.

#### **4.8.3 Extent of Participation in Planning**

Although planning stage of participatory development is highly technical and needs experts (the how), public participation is important to address at least the when and how much questions of planning. That means the public play a great role in shaping planning of local development through determining the schedule of local development implementation and allocation of resources to different activities among others. The involvement in the allocation of resources is where the politics of participation is exercised since it determines ‘on whose terms’ the resources are allocated.

In LGTA, there was low level of participation in planning local development. As indicated in Table 4.10, the majority of the respondents’ (61.9%) who participated in development activities did not take part in planning. The rest respondents (38.1%) have taken part in planning. This finding implies that even the pretence of the public in planning local development was low.

In addition to low rate of taking part, the degree to which the public influence decision regarding planning local development was also low. The comparison of item analysis of level of participation in planning showed in Table 4.11, indicated that the mean score of item analysis of participation in planning (1.94) was lower than the overall mean score of participation in development ( $M = 2.08$ ). Frequency distribution of item analysis of level of participation in planning (38.1%) also validated this finding that the level influencing decision regarding planning was low. The result of frequency distribution about consideration of public opinions (71.9 %) in Table 4.10 also indicated that the degree to which public influence decision regarding planning was low.



The results of FGD and key informant interview with CPE revealed that planning of participatory development activities was performed by town administration. Infrastructure development work process prepared draft plan without public participation and presented to the public on annual kebele meeting. As per the results of FGD, the intension was to mobilize the public for the implementation of the plan. This finding implies that the town government used participation as a cover that the plan is that of public plan.

A close look at the above facts suggests many things regarding participation in planning. First, the public was not given the chance to determine important planning decisions: how much development activities should be performed, when to implement, and what activities to perform. Second, the public did not participate at initial stage of planning. Third, the diverse interest of the public was not taken into consideration. This implies the level of participation in planning was very low.

Using Arnstein's (1969) Ladder of Citizen Participation, participation in planning was at 'informing' level, which is the lowest level of 'degree of tokenism'. Although this level can be the most important first step towards legitimate public participation, it is associated with various problems. The draft plan was presented to the public in order to inform them their responsibility and their share about cost of development projects. The provision of information at later stage of planning granted the public little opportunity to influence planning. The result of frequency distribution about consideration of public opinions (71.7 %) validated that though the government presented its plan to the public for comment; it did not take into consideration their opinions. The results of FGD further pointed out that in case the town administration took into consideration public opinions regarding the time of implementation, the implementation was not as per plan. The above result stressed that the implementation of development activities were started in April or May at the last quarter of the fiscal year to create conducive environment for corruption. This finding implies that the administration was not kept its promise regarding participatory local development. Further, it implies that there was no accountability in government activities.

The examination of participation in planning in terms of White's (1996) Typology of Participation advocated 'instrumental' level of participation. As per this theory, the interest of town administration was 'efficiency' that intended to bridge shortage of budget through mobilizing resources from the public through informing their responsibilities. The function of participation was to use participation as the means of implementing local development plan. The consequence of this type of participation for the public was cost that incurred through supporting government plan that rarely address their urgent needs.

In line with Pretty's (1995) Typology of Participation, participation in planning local development in LGTA was rated as 'participation by consultation'. The town administration controlled the process of planning from problem definition to data analysis. The public views were not taken into consideration at the latest stages. The town administration experts were not accountable for their failure to take into consideration public views. This finding implies that the system of participation in planning allowed manipulation by experts.

#### **4.8.4 Extent of Participation in Monitoring**

Participation in monitoring is crucial for ensuring quality and effectiveness of local development. Moreover, participation in monitoring enhances ownership of participatory development outputs among the public. The result of analysis indicated in Table 4.11 revealed that among the respondents took part in development activities, about two-third of the respondents (67.5%) were not participated in monitoring, whereas only one-third (32.5%) of the respondents were participated in monitoring. The results of FGD and key informant interview with CPE indicated that lower pretence of the public in monitoring emanated from the fact that monitoring was undertaken through committee representation.

Despite low pretence, the comparison of mean of item analysis of level of participation in monitoring (2.23) and overall mean score of participation (2.08) indicated the extent of public influence on decision regarding monitoring was high. The frequency distribution (44%) of item analysis of level of participation in monitoring also verifies this finding. This finding puts

forward that monitoring the implementation of local development activities was the phase of participatory local development at which the public exercised their power in LGTA.

The results of FGD and key informant interview with CPE unanimously indicated that the committee had got ceased poor quality construction of cobble stone and changed the organ engaged in the construction. This implies that monitoring was the stage at which the town administration relatively took into consideration the ideas and complaints of the public and enforced corrective measures. The above results also indicated that the major problem of the committee was lack of capacity in terms of experts to monitor the implementation of development activities. The committee lacked knowledge (engineering) of development project under consideration (especially cobble stone) to fully identify the gap in implementation. The results of FGDs stressed that the committee could not identify the quality of material or stone used to prepare cobble stone. They simply watch whether or not cobble stone is paved by contractor. In some cases, the voice of the public on the quality of construction is not accepted by the government. This finding proposes that people's own organization (Development Committee), which operates beyond bureaucratic government arrangement, is effective in making participation more efficiently and effectively.

As per the results of interview with kebele 01 manger, gote 3 in the kebele was a typical example where the public exercise their power in monitoring. The residents of this gote attentively monitored the construction of cobble stone road in their vicinity. Whenever, the residents identified poor quality construction, they had got the contractor ceased construction and changed. The residents even identified that the contractor used poor quality stone and poorly paved cobble stone. As the result of public action the contractor was prohibited from participating in the auctions of the town administration cobble stone works. In the same kebele the public stopped poor quality construction of cobble stone around Masjid sefer express road that pass through the town. As the result, the cobble stone road was reconstructed three times due to poor construction. This finding implies that genuine participation enhances ownership of development outputs among the public.

The results of FGD revealed that despite better extent of participation in monitoring, in some parts of the town, monitoring was done by experts (town administration engineers), gote heads, and 1 to 5 heads. As the result, town administration engineers were negotiating with the contractors engaged in the construction of cobble stone on the quality of construction. In this cases, when public found poor quality and reported to the town administration, it failed to take into consideration public comments. Although, the public is vested with the power/right to monitor the implementation of development activities, they had neglected by town administration. This implies that there was a tendency of manipulating public power and neglecting public voices rather than articulating them among government experts.

Using White's (1996) Typology of Participation, public participation in monitoring was at 'representative' level of participation. The public interest of 'leverage' was achieved through getting the quality of construction maintained except in some cases. As the result the function of participation to address the voice of the public was achieved in most cases. In line with Arnstein's (1969) Ladder of Citizen Participation, the extent of participation in monitoring was at 'delegated power' level, the middle level of degrees of citizen power. At monitoring stage of development process, the public exercised the power to make accountable the failure to maintain right quality in implementing local development. As the result, this stage was the phase of local development at which the public influence the decision regarding participatory local development activities. This finding implies that genuine participation enhances accountability that in turn contributes for improvement of local governance.

#### **4.8.4 Extent of Participation in Performance Evaluation**

Participation in performance evaluation is crucial to ensure that the activities are performed at the standards that meet the needs of the beneficiaries. Another basic importance of participation in performance evaluation is ensuring proper utilization of public resources for intended local development projects. This, in turn, enhances the ownership of outputs of participatory local development among the public.

Despite great contribution of public participation in performance evaluation, there was little public participation in it. The result of analysis depicted in Table 4.11 revealed that two-third of the respondents (68.6%) were not taken part in local development performance evaluation, only one third (31.4%) engaged in local development performance evaluation. This finding implies that the public was neglected to take part in financial and performance evaluation of local development. As the result, the public could not determine how their resources were disbursed and whether their contribution achieved what it intended to achieve.

The absence of participation in performance evaluation created favorable ground for the embezzlement of public money. The results of FGD pointed out that it was an intentional act of the experts and public official in order to kick back public money in collaboration with those employed for carrying on development activities. The results of FGD further indicated that in addition to misappropriation of public money, this situation also resulted in the production of low quality participatory development outputs. Moreover, this condition hampered the role of participation in enhancing transparency of government operation. This finding implies that genuine participation enhances transparency of government operation, which in turn, fosters good governance.

The result of item analysis of level of participation in performance evaluation in Table 4.11 refuted the results of qualitative analysis. The mean of item analysis of level of participation in performance evaluation (2.36) was greater than the overall mean score of participation (2.08). This finding implies divergence between qualitative and quantitative results. Thus, it needs further investigation.

The results of FGD bears out the results of frequency distribution indicated in Table 4.11, that there was little participation in performance evaluation. The researcher holds the position that there was little participation in performance evaluation based on my observation throughout my field work. Thus, the extent of participation in decision and pretence in evaluation of local development performance were low. The method followed by town administration to involve the

public in performance evaluation, annual general public meeting, did not allow real participation. The public took part in local development performance evaluation on yearly meeting. The public engaged in evaluating the previous performance of the committee and also financial performance of the development projects.

Using Pretty's (1995) Typology of Participation, the extent of participation in performance evaluation was at 'passive participation', which is the lowest level of participation. This can be observed from the features of participation reflected in performance evaluation. At first place, the information regarding performance evaluation was belongs only to experts and public officials. Second, the town administration used annual public meeting, which is not suitable to much debate, to tell what had decided or already happened.

Using Arnstein's (1969) Ladder of Citizen Participation, public participation in performance evaluation was at 'manipulation' level, the lowest level in the ladder. Different features of this level of participation identified from performance evaluation in LGTA. As indicated by results of FGDs, the town administration used annual meeting to persuade the public about the effectiveness of the projects and utilization of resources rather than taking into consideration public complaints. The administration made decisions by itself without the involvement of the public. The information was described at the general meeting in most general terms rather than detail report of individual project. This finding implies that the town administration used participation only as a public relation vehicle rather than fostering genuine participation in performance evaluation.

## **CHAPTER FIVE**

### **SUMMARY, CONCLUSION AND RECOMMENDATIONS**

#### **5.1 Introduction**

Chapter five summarizes and concludes the major findings of the study and makes recommendations forwarded.

#### **5.2 Summary of major findings**

The researcher explored the institutional framework, nature and the extent of participation at grass root level with particular reference to LGTA. To this end, an appropriate theory of participation was used to address the problem, interpret and elaborate the empirical findings. The researcher employed theories of participation such as Arnstien's (1969) Ladder of Citizen Participation, Pretty's (1995) Typologies of Participation and White's (1996) Typology of Participation. This study employed survey, interview, focus group discussion and observation for collecting relevant data from the community, government officials and the committees. From 757 target populations in the two kebeles, 255 households were selected as a sample in a simple random sampling method and two FGD is conducted. Generally based on the data analyzed the following findings were summarized, conclusions were drawn and recommendations forwarded.

**I.** Institutional contexts encompass policy frameworks and organizational variables which are related to participation development. Accordingly, general provisions about participation in development were enacted at national and regional level in terms of the right to development. These broad general provisions were enacted through federal and regional constitutional provisions. At Regional level, urban centers management proclamation and public participation manuals were enacted. The proclamation specifically enacted the provisions regarding participation in development. Public participation manual was prepared in order to enhance the implementation of constitutional provisions and urban centers management proclamation. However, there was high gap in implementation of policy provisions on the ground.

The overall institutional capacity of the town administration was weak to facilitate participation. The institutional culture of the town administration was not conducive to bottom up nature of participation. The town administration lacked adequate authority to deliver public services. Organizational structure of the town administration was not capable and appropriate to foster participation. The structure was not devised based on scientific principles that arise from the nature of participation; failed to foster coordination of activities; and creating clear responsibilities of bodies concerned with participation in development. The town administration lacked appropriate quality of human resource to manage participation in development. The capacity of the town administration to facilitate participation in development was declined from time to time. This condition discourages participation in development. The town administration was not adequately responsive to public participation in development. The irresponsiveness of the town administration to participation in development was high at lower level tiers of town administration. There was little prevalence of peoples' own organization.

**II.** The nature of participation through utilizing various attributes. In LGTA, the public participated in the forms of financial, labor, and material contribution, and professional services. Among these forms, financial contribution took the leading position followed by labor contribution. The dominance of financial contribution was attributed to the involuntary contribution to obtain selected public services and cost sharing policy of town administration.

There were both voluntary and involuntary aspects of participation in LGTA. The general approach to participation was top-down approach and expert dominant. There was variation in participation along various demographic and socioeconomic characteristics. Female and male participation was varied with small size difference. There was also the variation among occupational categories, employment categories, educational levels and income categories participation.



Participation in planning significantly associated with employment categories and education level. Participation in implementation significantly associated with occupation categories, employment categories and education level. Participation in monitoring significantly correlated with employment categories, education level and income categories. Participation in performance evaluation significantly correlated with employment categories and education level.

**III.** In this paper, the extent of participation was examined through assessing level of influencing decisions at each phase of development process. The pretence of the public in identifying local development needs and priority setting were high. However, public pretence in planning, monitoring, and performance evaluation of local development was low.

Although the pretence of public in identifying and setting priority of local development was high, the extent to which the public participate in decision making was low. Needs identification and priority setting were undertaken by town administration through incorporating unelected social elites who had no power to influence decision. The failure to take into consideration public views resulted in adverse effect such as lack of ownership of development outputs and lack of trust on town administration. Thus, participation was used only as coverage to legitimize decisions made by town administration. The extent of participation and pretence in planning were low. The draft plan prepared by town administration was presented to the public on annual general meeting, which grant low chance for deliberation. The public was not involved at initial stages of planning process.

The extent of participation in monitoring was high. It was the phase of development process at which the town administration relatively took into consideration the views and complaints of the public on quality of development activities and enforced corrective measures. There was little pretence and extent of participation in performance evaluation. The absence of public participation, which was intentionally done by town administration, created favorable ground for the embezzlement of public contributions. In general, the overall extent of participation was low in LGTA

### **5.3 Conclusion**

Based on summary of the findings of this study, the researcher derived the following conclusions in order to address the basic research question that this study sought to answer.

The finding revealed that there are fundamental policy and legal provisions regarding public participation. Despite fundamental provisions, still there were gaps in policy and legal provisions to adequately address the needs and priorities of local people.

In LGTA, the public was aware about the benefits of participation in development. If the public get favorable platform to participate in development activities and their comments are given due consideration by the government it has the power to solve its problems by itself. Participation was not linked to a serious systemic economic effort to enhance the socio-economic capabilities of communities.

Findings also showed that the failure to enhance genuine participation would hamper its contribution to enhance effective management of development at local level; and creation of resource for local development. In turn, it hindered the role of public participation in bridging the gap of town administration in local service provision. Inadequate participation of the public in decision making regarding local development process would enhance the tendency of passive receiver of development benefits rather than becoming 'Agent' of development among the public.

The politics of participation, which refers to who participate, was the major manifestation of low level of participation in LGTA. The town administration dominated decision making in the process of development. Participation contributed less in bringing the voices of voiceless into decision making in the process development. Thus, the role of participation to bring people who are outside the decision making process into it was inadequately addressed.

## 5.4 Recommendations

The recommendations were forwarded depending on the conclusions drawn along the objectives of the study for critical consideration by concerned body. Accordingly, the researcher put forward the following recommendations:

- Public participation has to extend beyond occasional meeting in which local people are briefed about plans by project implementers. It is essential to make public participation, the process in which local people discover the possibilities of exercising choices and becoming capable of managing what they understand as development. It has to be active involvement and foster public empowerment in different aspects. The town administration needs intensive capacity building that enables it to discharge its responsibilities of facilitating participation. Capacity building is required to focus on creating competent manpower, conducive organizational structure and supportive institutional culture. Adequate authority on local public services should be decentralized to the town administration. The stipulation of explicit rules and regulations is required to guide participation and the sharing of benefits of participatory development. These rules and regulations have to confer autonomy to participate in development activities and decisions on the public.
  
- LGTA limited participation as a means/instrumental to facilitate the implementation of development projects rather than creating the conditions which allow the spillover effect of participation in enhancing democratic governance. The notion of public participation in development activities is pretty much aligned with traditional state-led, top-down models of development where participation as an obligation to acquire local public service. This condition would hamper the decentralization of governance as a tool to promote public participation. LGTA needs and fears public participation in local development. On one hand, it needs public participation to fill its gap in public service provision. On the other hand, it intended to limit public participation at lowest level. The creation of an enabling environment is vital to enhance the proliferation of

Community Based Organizations (CBO) that fit to bottom up nature of participation. These organizations allow the public to actually exercise direct control over decision making and implementation of participatory local development process.

- The extent of participation in decision making regarding participatory development was below average in LGTA. The findings of this study shed light on the dominance of the government power over people in decision regarding participatory development. Inadequate public involvement in decision making regarding local development would have hampered the 'people first' philosophy of participatory development in LGTA. The politics of participation, which refers to who participate, was the major manifestation of low level of participation in LGTA. The town administration dominated decision making in the process of development. Participation contributed less in bringing the voices of voiceless into decision making in the process development. Thus, the role of participation to bring people who are outside the decision making process into it was inadequately addressed. The local community in the study town knows about the existence of PLCD in their locality but most of the communities are not active participants in development activities of their locality. The reason is there is no awareness creation work by the side of the government and the committees. Hence the communities didn't know that participatory effort towards local participatory development will really change improve life. Therefore communities are not fully involved in their locality development. Few numbers of the communities are participating but the majority is not. Especially the lack of participatory effort in planning of the local participatory development is damaging the community's initiative to be the part of the PLD. Hence a wide campaign of awareness creation must be done. Motivating the community in collective decision making and image building by the concerned bodies is necessary to attract the communities towards the LPD.

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**Appendix**  
**JIMMA UNIVERSITY**  
**COLLEGE OF BUSINESS AND ECONOMICS**  
**DEPARTMENT OF MANAGEMENT**

**Appendix A: Questionnaire for Households**

This interview is prepared for the research paper to be written for partial fulfillment of master degree in Public management. I would like to appreciate my sincere appreciation and deepest thanks in advance for your serious time trunk and prompt response. This questionnaire is prepared to collect information or this study will be conduct on the Assessing Public Participation in Local Development Activities: the case of Limmu Genet Town. I am kindly requesting you to provide genuine answer to the items. Please circle one of choice for closed ended questions and write answer for your open ended question. Therefore, I would like to ask your consent.

...Thank you in advance for your kind cooperation!

If you have any question concerning this questionnaire, please feel free to contact me: Bikila Dula; Mob: +251917829893; E-mail: [sifanbikila2010@gmail.com](mailto:sifanbikila2010@gmail.com).

**General instruction:** Dear respondents being agreed on the objective of this study, you fulfill the questionnaire based on the following instruction:

- For open-ended question you write the answer in a given space.
- Read the whole instruction before attempting to answer the questions.

**I. Informants' background and research site identification**

1. Sex:  Male  Female

2. Age:  Below 25  26-35  36-45  46 and Above

3. Educational achievement:  Below grade 8  Grade 8-12  10/12 +1/2/3

Diploma  1st Degree  Master and Above

4. Job condition:  Government employee  Self-employer  Job seeker

5. Address: Kebele \_\_\_\_\_ Qetena \_\_\_\_\_

6. Role in community \_\_\_\_\_ 7. Date of interview \_\_\_\_\_

## II. About the public participation in the local development activities

1	Did you participate in development activities	1. Yes 2. No
2	If your answer for question 1 is “yes” how do you participate in development	1. Financial contribution 2. Material contribution 3. Labor contribution 4. Professional service 5. Other (please specify)
3	What were the factors initiate you to participate in local development activities?	1. As a precondition to acquire benefits from government opportunities 2. To improve basic service delivery 3. To improve my capacity 4. Other (please specify)
4	Did you participate in identifying local development needs?	1. Yes 2. No
5	If your answer for question 4 is “yes” how do you participate in development?	1. Through 1 to 5 meeting 2. Through Gare meeting 3. Through Gote Meeting 4. Through Kebele meeting 5. Through committee representation 6. Other _____
6	Did you participate in setting priority of local development needs?	1. Yes 2. No
7	If your answer for question 6 is “yes” how do you participate in development?	1. Through 1 to 5 meeting 2. Through Gare meeting 3. Through Gote Meeting 4. Through Kebele meeting 5. Through committee representation 6. Other _____
8	Did you participate in planning of local development activities in the town?	1. Yes 2. No
9	Did you participate in the implementation of local development activities?	1. Yes 2. No
10	Did you participate in the monitoring of the implementation of local development activities?	1. Yes 2. No
11	Do you think that your opinions are considered properly in needs identification, priority setting planning, implementation as well as evaluating local development activities?	1. Yes 2. No

12	What are the major challenges to people participation in development in the town?	1. Incompatibility of Government policies 2. Credibility and behavior of the town administration staff 3. Socio-cultural norms 4. Power relations 5. Communities previous experiences 6. Organization and level of education 7. Other (please specify) _____
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13. How do you rate the extent of people’s participation in the process of local development in Limmu Genet town in general? Please indicate "√" in the box beneath your rating.

Scale: 1= Very high; 2=High; 3= Average/medium; 4= Low; 5= Very low

S/N	Item	1	2	3	4	5
13.1	The participation of people in identifying development needs					
13.2	The participation of people in setting priorities for development needs					
13.3	The participation of people in development planning					
13.4	The participation of people in the implementation of development activities					
13.5	The participation of people in monitoring the implementation of development activities					
13.6	The participation of people in evaluating the performance of development activities					

### III. Institutional frameworks of people participation in development

14. Do you know the existence of Community Participation Board in the Town?

1. Yes
2. No (Skip to Q 2)

15. How the members of Community Participation Board are usually selected?

1. Elected by the residents
2. Assigned by administration based on political loyalty

3. Prominent persons in the community take the positions

4. Other \_\_\_\_\_

16. Do you believe that Community Participation Board influence the decision making process regarding need identification, planning and implementation of development activities in the Town?

1. Yes

2. No

17. To what extent is the Community Participation Board effective in managing development process?

1. Highly effective

2. Effective

3. Medium

4. Ineffective

5. Highly ineffective

18. To what extent is the town government responsive to public participation in development?

1. Very responsive

2. Responsive

3. Medium

4. Irresponsive

5. Very irresponsive

19. Town administration capacity to facilitate people participation in local development? The following questions refer to the town administration capacity to facilitate people participation in local development. Please respond to them by putting "√" for the alternative that best represent

your degree of agreement to the items. Rating scale ranges from strongly agree to strongly disagree and it is represented by numbers 1 to 5.

Scale: 1 = Strongly agree; 2 = Agree; 3 = Undecided (neither agree nor disagree); 4 = Disagree; 5 = Strongly disagree

S/N	Item	1	2	3	4	5
19.1	The town government is inclusive in enhancing people's participation in development					
19.2	The town government facilitates people's participation in development in an unaccountable manner					
19.3	The structure of town government is not conducive to the participation of people in development activities					
19.4	The institutional culture of the town government foster people's participation in development					
19.5	The town government has a strong leadership committed to facilitating participation in development.					
19.6	The town government workers have no better attitude towards peoples participation in development					

20. Any comments that you have \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_.

***Thank You Once Again for Your Cooperation and Helpfulness!***

## **Appendix B**

### **Focus Group Discussion Guide with Residents**

This interview is prepared for the research paper to be written for partial fulfillment of master degree in Public management. I would like to appreciate my sincere appreciation and deepest thanks in advance for your serious time trunk and prompt response. This questionnaire is prepared to collect information or this study will be conduct on the Assessing Public Participation in Local Development Activities: the case of Limmu Genet Town. I am kindly requesting you to provide genuine answer to the items. Please circle one of choice for closed ended questions and write answer for your open ended question. Therefore, I would like to ask your consent.

...Thank you in advance for your kind cooperation!

If you have any question concerning this questionnaire, please feel free to contact me: Bikila Dula; Mob: +251917829893; [E-mail: sifanbikila2010@gmail.com](mailto:sifanbikila2010@gmail.com).

General instruction: Dear respondents being agreed on the objective of this study, you fulfill the questionnaire based on the following instruction:

- For open-ended question you write the answer in a given space.
- Read the whole instruction before attempting to answer the questions.

#### **I. Informants' background and research site identification**

1. Sex:  Male  Female

2. Age:  Below 25  26-35  36-45  46 and Above

3. Educational achievement:  Below grade 8  Grade 8-12  10/12 +1/2/3  
 Diploma  1st Degree  Master and Above

4. Job condition:  Government employee  Self-employer  Job seeker

5. Address: Kebele \_\_\_\_\_ Qetena \_\_\_\_\_

6. Role in community \_\_\_\_\_ 7. Date of interview \_\_\_\_\_

## **II. About the participation of the public in the local development activities**

1. What were the fundamental triggering factors that initiate people's participation in Limmu Genet Town?

2. Have the residents initiated any development projects or created new ideas for local development activities? If yes, please give examples.

3. How did people's participation in development start initially at Limmu Genet Town?

4. In what form/approach people participate in development activities?

- ✓ Labor
- ✓ Funding
- ✓ Idea/Professional
- ✓ Material

5. Which form of people participation in with Residents development is/are dominant in Limmu Genet Town? Why?

6. What are the types of development activities up on which people participate in the town? On which ones people intensively participate? Why?

7. How do the needs for local development identified and priorities set?

8. If, people involved in identifying the need, what are the roles played by local people in identifying and evaluating the needs?

9. Are people participated in?

- The process of planning local development? How?
- Monitoring the implementation of development activities?
- The evaluation of development activities? How?

10. What roles do the people play in managing financial and other resources they provide for local development?



**III. Institutional Issues frame works for community participation**

11. How development committee/Community participation Board (CPB) members are selected in the city?

12. What are the criteria for selection of development committee/ Community participation Board (CPB) members?

13. Are there rules, procedures and regulations formulated and enforced by city government to guide people’s participation in development? Do the public have knowledge of these rules and regulations?

14. Does the city government have the commitment to facilitate people’s participation in development through policies, conducting trainings, and the like?

15. How do government workers respond to people’s participation in development?

16. Any additional comments you have \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_.

***Thank You Once Again for Your Cooperation and Helpfulness!***

## Appendix C

### Interview Guide for Development Committee Leader

This interview is prepared for the research paper to be written for partial fulfillment of master degree in Public management. I would like to appreciate my sincere appreciation and deepest thanks in advance for your serious time trunk and prompt response. This questionnaire is prepared to collect information or this study will be conduct on the Assessing Public Participation in Local Development Activities: the case of Limmu Genet Town. I am kindly requesting you to provide genuine answer to the items. Please circle one of choice for closed ended questions and write answer for your open ended question. Therefore, I would like to ask your consent.

...Thank you in advance for your kind cooperation!

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**General instruction:** Dear respondents being agreed on the objective of this study, you fulfill the questionnaire based on the following instruction:

- For open-ended question you write the answer in a given space.
- Read the whole instruction before attempting to answer the questions.

#### I. Informants' background and research site identification

1. Sex:  Male  Female
2. Age:  Below 25  26-35  36-45  46 and Above
3. Educational achievement:  Below grade 8  Grade 8-12  10/12 +1/2/3  
 Diploma  1st Degree  Master and Above
4. Job condition:  Government employee  Self-employer  Job seeker

5. Address: Kebele \_\_\_\_\_ Qetena \_\_\_\_\_

6. Role in community \_\_\_\_\_ 7. Date of interview \_\_\_\_\_

## **II. About the participation of the public in the local development activities**

1. What were the fundamental triggering factors that initiate people's participation in development in Limmu Genet Town?

2. Have the residents initiated any development projects or created new ideas for local development activities?

3. How did people's participation in development start initially at Limmu Genet Town?

4. In what form/approach people participate in development activities?

5. Which form of people participation in development is/are dominant in Limmu Genet Town? Why?

6. What are the types of development activities up on which people participate in the Town? On which ones people intensively participate? Why?

## **III. Institutional Issues frame works for community participation**

7. How do development committee members elected?

8. What are the roles/responsibilities of the committee in the process of local development (planning, implementation, monitoring and evaluation)?

9. Are public officials and bureaucracy interested to facilitate people participation in development?

10. What are the supports provided by Town government to enhance people participation in development?

***Thank You Once Again for Your Cooperation and Helpfulness!***

## **Appendix D**

### **Interview Guide for Public Officials and Experts**

This interview is prepared for the research paper to be written for partial fulfillment of master degree in Public management. I would like to appreciate my sincere appreciation and deepest thanks in advance for your serious time trunk and prompt response. This questionnaire is prepared to collect information or this study will be conduct on the Assessing Public Participation in Local Development Activities: the case of Limmu Genet Town. I am kindly requesting you to provide genuine answer to the items. Please circle one of choice for closed ended questions and write answer for your open ended question. Therefore, I would like to ask your consent.

...Thank you in advance for your kind cooperation!

If you have any question concerning this questionnaire, please feel free to contact me: Bikila Dula; Mob: +251917829893; [E-mail: sifanbikila2010@gmail.com](mailto:sifanbikila2010@gmail.com).

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- For open-ended question you write the answer in a given space.
- Read the whole instruction before attempting to answer the questions.

#### **I. Informants' background and research site identification**

1. Sex:  Male  Female
2. Age:  Below 25  26-35  36-45  46 and Above
3. Educational achievement:  Below grade 8  Grade 8-12  10/12 +1/2/3  
 Diploma  1st Degree  Master and Above
4. Job condition:  Government employee  Self-employer  Job seeker

5. Address: Kebele \_\_\_\_\_ Qetena \_\_\_\_\_

6. Role in community \_\_\_\_\_ 7. Date of interview \_\_\_\_\_

## **II. About the public participation in the local development activities**

1. What were the fundamental triggering factors that initiate people's participation in development activities in the Town?

2. Have the residents initiated any development projects or created new ideas for local development activities? If yes, please give examples.

3. How did people's participation in development start initially at Limmu Genet Town?

4. In what form/approach people participate in development activities?

5. Which form of people participation in development is/are dominant in why? Limmu Genet Town?

6. What are the types of development activities up on which people participate in the Town? On which ones people intensively participate? Why?

7. How do the needs for local development identified and priorities set?

8. If, people involved in identifying the need, what are the roles played by local people in identifying and evaluating the needs?

9. Are people involved in the process of planning local development? How?

10. Are people get participated in monitoring the implementation of development activities?

11. Are people get participated in the evaluation of development activities? How?

12. What roles do the people play in managing financial and other resources they provide for local development?

### **III. Institutional Issues**

13. What are the roles of town government in the process of people's participation in local development?
14. What are the actions taken by town government that allows active people participation in development to be aroused?
15. Are there rules, regulations and procedures designed and formulated by town government to guide the participation of peoples' in development?
16. Is there performance appraisal system designed by town government for guiding performance evaluation of people's participation in development?
17. Does the town government have adequate manpower to facilitate people's participation in development?
18. How does the town government allocate resources on pro poor participatory development activities?
19. What is the relationship between development committee/CPB and the town government?
20. Formation, responsibilities and performance of CPB?

***Thank You Once Again for Your Cooperation and Helpfulness!***