Governance and Leadership Practices and Challenges in Ethiopia. The Case of Dukem Town, Oromia Regional state

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ABSTRACT

Governance is a concept more inclusive than traditional government and administration and reflects the fact that increasingly there is a much wider range of participants in these processes than was traditionally the case. The attainment of good governance is a function of effective leadership. Leadership focuses on the accomplishment of the mission and goals of particular organization where the performance of leaders is measured by the delivery of products and services to meet the needs of its customers by ensuring effectiveness, openness, accountability, and participatory decision-making. The purpose of this study is to assess the impact of leadership on governance effectiveness in Dukem town. The population of this study were development team coordinators, representatives of private business organizations, and community institutions of the town. In addition, cabinet members and civil servants of the town administration were the target population for the source of data in this assessment. A total of 145 samples were selected using purposive and random sampling methods. The findings show that an underlying characteristic of a leader that results in effective and better performance was unsatisfactory. The informants argued that poor commitment is noticeable in the implementation of good governance in the town. Leaders are promoted to higher positions without being sufficiently prepared for the leadership role and with less sufficient understanding of the significance of good governance principles. In addition, lack of competence, inefficient and ineffective monitoring and evaluation system were major factors that contributed to ineffectiveness of leadership practices of the town administration. This poor achievement is manifested in poor coordination with stakeholders, rent seeking attitudes and poor commitment of the leadership and employees.

Keywords: Governance. Leadership, Service delivery

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1. Introduction

Managing cities is one of the main challenges of our time. If managed well, cities can act as engines of growth and provide inhabitants with better job opportunities, housing, safety and socio-economic development. Further, cities can contribute to national growth through increased revenue generation and employment opportunities. Conversely, cities that are poorly planned, managed and governed can become centres of poverty, inequality and conflict.

Hence, there is a mounting tendency among local and international bodies to endorse wide-reaching principles for achieving urban governance and development. According to the World Urban Forum (WUF) (2006), the capacity of incorporated decision-making among local actors for achieving and building viable approach in governing cities is at an important stage of development. In this respect the UNDP's agendas, such as the United Cities and Local Governments (UCLG), The Urban Governance Initiative (TUGI) as a urban governance programme, and the UN-Habitat Global Campaign on Urban Governance, have been intended to lead the formulation of strategies and policies in both developed and developing states. Their aim is to identify challenges and improve the capacities of urban governance   and eventually prioritise local governance concerns.

Based on those global and national intentions urban governance can be looked through a set of attributes. One of these is the attribute of accountability which is derived from how cities manage their resources, communicate on the use of funds and achievements to their citizens, and adhere to legal requirements and administrative policies. Embedded in the concept of accountability is the question of responsiveness, which includes the ability of an entity to determine and respond to the needs of its constituents. In doing so, city officials need to have processes of citizen participation, and a system for monitoring and evaluation, as well as reporting on results achieved.

The focus in this paper is on urban governance. No attempt will be made to explore the nuances of the other forms of governance. Here 'urban governance' refers to the processes of urban direction-setting and implementation that incorporate the roles and responsibilities of the state, the private sector and civil society to ensure effective and efficient service delivery.

Competent urban governance is characterized by its efficiency and effectiveness, equitable service provision, transparent and accountable system and participatory and responsive interaction with the public. When it goes in line with this, the existence of efficient urban governance would make a city more competitive and attractive to investors, comfortable for citizens and facilitate the achievement of development goals. (McCarney, 2003). But Ethiopia still lacks these.

In Ethiopia, attempts for instituting good governance are already in place but still there is more to be desired. Over the last twenty years, good governance has become a major area of focus by the Ethiopian government. The liberalization of the economy and the corresponding structural adjustments in various economic sectors, the civil service reform initiatives and the promotion of the private economic sector are among various attempts that have triggered the demand for good governance in the country (Shimels Fitru (2016).

Similarly, although various initiatives have been pursed in Oromia National Regional State to ensure good governance such as citizen charter, leadership capacity development and fighting rent seeking

attitudes and mitigation programs , still ineffective leadership and bad governance reported in different urban centers of the region.

In view of the above points, Dukem town administration of Oromia region is one of the urban centers that faces similar problems of poor governance due to several factors. The objective of this study is to asses the concepts and approaches of governance, assess the impact of leadership in Dukem town and to identify governance challenges.

2. The Meaning of governance

The notion of governance began to influence policy debates as it became evident that the liberalizing market reforms from the 1980s would not accelerate economic growth or development. It was then generally presumed that such reforms would reduce, if not end, problems of economic inefficiency, corruption and arbitrary rule in developing countries. In this context, good governance was advanced as an alternative institutional conception of authority that would insulate markets from rent-seeking. Loffler (2009:216) states that the World Bank reinvented the term governance in a World Bank Report of 1998 to signal a new approach to development that was based on the belief that economic prosperity is not possible without a minimum level of rule of law and democracy. Since then, the concept of good governance' is applied to international organizations, national governments and even non-state actors as well.

But as there are many international institutions promoting governance the content of the concept of governance largely depends on the aims for which it is used. Financial institutions tend to focus more on economic reforms, whereas for the more political organizations the content of the concept finds its angle in human rights law. Within the development community a division is made between the more technical/economic interpretation of good governance and the more political/social interpretation of good governance; capacity, effectiveness and efficiency are seen as elements of the former and human rights, democracy, responsiveness and accountability elements of the latter.

According to (Hufty 2009 quoted in Franklin Obeng-Odoom (2012), now a days governance' has become a fashionable term, especially when 'good' is used to qualify it. However, the concept has remained difficult to define, with attempts leading to as many definitions as there are many researchers Obeng-Odoom (2012), classifies aspects of governance in to three: governance as a broader term than government; governance as a set of rules and processes; regulation, or steering of affairs between actors, in specific sectors.

In this paper, governance is understood as the process of steering the state and the society towards the realization of the collective goals. As Salomon (2007) stated governance is participatory inclusive and equitable service delivery. Urban governance is the process that steer and take into account the various links between stakeholders, local authorities and citizens. It involves bottom-up and top-down strategies to favor active participation of communities concerned, negotiation among actors, transparent decision-making mechanisms, and innovation in strategies of urban management policies.

The notion of urban governance evolved from the work of the GURI (global Urban Research Institutive) starting in the early 1990s. Focusing on the local level, The GURI"s approach was to

particularize the concept of governance in an urban context. The GURI developed an urban-governance framework including elements mostly considered to lie relevant to urban centres.

The United Nations Human Settlements Programme defines urban governance as "

the sum of many ways individuals and institutions, public and private, palm and manage the common affairs of the city. It is a continuing process through which conflicting or diverse interests may be accommodated and cooperative action can be taken. It includes formal institutions as well as informal arrangements and the social capital of citizens." (UN HABITAT, 2002a: 14).

This definition does not only distinguish between government and governance but also recognizes the variety of different stakeholders partaking in the urban governance process. As Alemie (2015, 19) cited in (Bjorn 2008), applying good governance in urban administration has at least three advantages: First, it pinpoints the causes of the urban problems. Second, governance approaches provoke discussions among divers actors to scrutinize alternative solution of the problem identified. Third, it forms a shared platform to follow improper implementation of the solution identified.

In order to suit changing economic and political environments and stakeholders needs, governance has evolved from time to time.

2.1 From Urban Management to Urban Governance

One way to explain the concept of governance is to begin by discussing a related familiar concept. In the present context, such a concept is urban management. Management can be regarded as the process of taking care of urban areas. However, in 1986 urban management attained a distinctive meaning following the launch of the Urban Management Programme (UMP) by the World Bank, the United Nations Development Programme (UNDP), and the United Nations Human Settlements Programme (UN-HABITAT), supported by 14 bilateral donors and foundations (Obeng-Odoom 2012).

Kenneth Davey (1993), the author of Elements of Urban Management, one of the early reports on the urban management programme, explains that the programme concerned a citywide approach to improve the contribution of cities to economic growth, social development, and poverty reduction. A key aim of the programme was to find a way to make urban governments efficient, in response to the World Bank's (1989) diagnosis of the problems of developing countries. According to the World Bank (1989, xii), 'A root cause of weak economic performance in the past has been the failure of public institutions.' To counter the problem, the Bank called for continuing and greater managerialism in terms of 'having good order and discipline in the management of a country's resources' (World Bank 1992, 5). While the World Bank used 'governance' vocabulary in some of its publications (e.g. World Bank 1989, 1992), the usage was mainly confined to promoting public-private partnerships and did not favour the idea of civil society and grass-roots involvement in urban management in any meaningful way.

The World Bank's conception of urban management gained currency in urban studies and policy-making. Five other interconnected reasons have been offered for the ascent of the view. The first was the loss of faith in the Keynesian welfare state, which suffered severe fiscal crisis. The second related to the ascendency of neoliberal governments that propagated a right-wing ideology of

seeking new forms of alliances between the state and other actors, popularly called quangos (quasi-autonomous non-governmental organisations). The third reason why the World Bank's conception of urban management became orthodox was the rise in coalitions between local states and other non-state partners at local level, through the initiative of the local state itself or through the prompting of national and transnational forces (Goodwin 2009, 593). Fourth, some scholars (e.g. Haus & Klausen 2011; Nuissl & Heinrichs 2011) have argued that the forces of globalisation, including the globalisation of the discourse that a big public sector is inefficient, partly drove the need for urban managerialism. In addition to the above-mentioned reasons, it is widely believed that many urban governments' performance in terms of providing community services was not satisfactory (Newman et al. 2004). From the latter perspective, the turn to the World Bank's model of governance or the UMP should be seen as a desire to be modern (Bevir 2011).

Although the World Bank tried to clarify how urban management differed from earlier projects and programme-based urban development concepts, because urban management emphasised citywide strategies for urban economic development (Tibaijuka 2009, 3841), the concept received wide-spread criticism. Three concerns were common. First, urban management was criticised as vague: it was unclear whether urban management meant policymaking, implementation, objectives or procedures, planning, or public administration. Second, the concept was criticised for being narrow and tending to prioritise efficiency over social issues. Third, urban management was seen as nothing new: it was simply old ideas of urban planning at best or, at worst, it was not regarded as a concept at all. Several articles on these criticisms were published in leading urban studies journals, such as Cities (Clarke 1991; Stren 1993; Mattingly 1994; Werna 1995; McGill 1998; 2001) and Habitat International (e.g. Batley & Devas 1988; Cohen & Leitmann 1994; Jones & Ward 1994; Lee 1994).

Other critical social scientists argued that as a political project, urban management was no different from structural adjustment programmes. Managerialism, it was argued, can be construed as a process of regulation in which politics is separated from professionalism. Accountability to the public is subordinated to emphasis on efficiency and the use of business standards as criteria for 'success'. As a concept, managerialism has several cultural attributes that emphasise pro-business behaviour (Newman 2004, 18) and institutional changes that give priority to lean public budgets. The critics contended that managerialism brought about a period when contracting out public services became paramount. It changed the face of relationships between state and citizens and between private and public actors, as well as the nexus between providing services, markets, and politics. Accompanying these changes were the displacement of power from one site to another and the emergence of new modes of power in areas where they did not already exist (Clark & Newman 1997, ix, xiii).

Officially, the Urban Management Programme ended in 1996 (Cohen & Leitmann 1994), and this resulted in a partial loss of interest in the concept. Empirical studies show that the conditions of the urban populations of developing countries were worsening as a consequence of managerialism (Kjaer 2009, 141). The Structural Adjustment Participatory Review International Network (SAPRIN) was particularly outspoken in its criticisms of managerialism. Through its global empirical studies, SAPRIN (2002) revealed that managerialism had weakened the social, economic, and political

circumstances of the majority of urban populations in terms of health care, housing, work, food and water, and education, and had worsened poverty levels and created new avenues of inequality.

At the turn of the millennium, the United Nations (UN) started popularizing urban governance and launched the Global Campaign for Good Governance in 2001 (Tibaijuka 2009, 47). The UN's concept differs from the World Bank's idea of governance, popularised in Sub-Saharan Africa: From Crisis to Sustainable Growth: A Long-Term Perspective Study (World Bank 1989) and Governance and Development (World Bank 1992). Whereas the World Bank sought a pro-market state, the UN saw urban governance as inclusionary and gave recognition to members of civil society as partners in urban affairs. The UN was trying to create what Innes & Booher (2003) have labelled 'a collaborative dialogue' in which partnership beyond the public and private sectors is encouraged as well as pragmatism in improving the conditions of urban dwellers (Goodwin 2009, 593).

Management implies a unilateral approach to administration and planning, whereas governance entails a multilateral, plural, and diverse way of administering cities, drawing on stakeholders at local, national, regional, and international levels (Kearns & Paddison 2000, 845). According to McGill (1998, 469), to ensure that cities contribute to economic development, the 'acid test of urban management is   making sure that the city's local government is in a fit state, organisationally and financially'.

Why do we talk about 'urban governance' these days, much more than we discuss urban management? Raymond Williams describes how the word 'management' was extended in the 16th century from its original Italian meaning of 'to handle and train men' to 'a general sense of taking control, taking charge, directing' (Williams, 1983, p. 190). It is this sense of the term management that has been lost in the urban context. In their institutionalist review of the contemporary urban challenge, Healey et al. state that:

Urban management cannot be understood these days in terms of 'top down' or 'command and control' models of governance (Healey et al., 1995, p. 18).

Urban governance is an effort to coordinate and integrate public as well as private actions to tackle the major problems the inhabitants of cities are facing and to make more competitive, equitable, and sustainable city. It is a multi-sector and multi actor process concerned about the economic base of the city, participation and equality.

Something has changed and city governments are no longer able, or not as able as they thought they were previously, to direct events.

Urban governance transcends the boundaries of governments, making use of a cluster of ideas, ranging from Decentralization to Entrepreneurialism and to Democratisation (DED) (Blakeley 2005). Proponents of governance believed that the changes required would improve urban society, economy, and environment (Kearns & Paddison 2000, 845).

However, Franklin Obeng-Odoom (2012) states that   care should be taken not to claim that urban governance is unrelated to urban management. Bevir (2011) has argued that the rise of urban management should be framed as the rise of one of the phases of urban governance, especially because they shared features such as the increasing privatisation of hitherto public domains and the fact that

both are appendages of a 'modernist' view of running cities. Nevertheless, the two concepts have several differences, including the direction of accountability of actors. Whereas managers are mainly accountable to 'market performance indices', actors in urban governance are supposed to have greater accountability to the public and community (Newman 2004).

The drivers of the change from 'management' to 'governance' at the turn of the millennium were simultaneously national and global. At the national level, the workings of the nation state were changing and with it the actors regulating the nature of cities and space. At the global level, the changes in the functions and workings of the state could be seen in the rise of supra-national blocs.

2.2 Different Attributes of Governance as Identified by International Organizations

If governance is considered as the interactions between main actors, then good governance regards the manner in which the effective interactions of the state, civil society and the private sector take place. In this respect, the focal issue for building good governance is associated with the formation and configuration of these stakeholders in a society.

The term governance is multifaceted, broader and inclusive that is difficult to define and measure. Different institutions defined it from different dimensions. It is being continuously developed by different financial-international development organizations such as the International Monetary Fund (IMF), the Asian Development Bank (ADB), and multilateral and bilateral donors, and international non-governmental organizations (NGOs). Depending on its mandates, each organization recommends differently focused aspects of good governance. The concept of good governance defined by important organizations such as the World Bank, the Asian Development Bank, United Nations Development Programme and the Organization for Economic Cooperation and Development is summarized as follows.

2.2.1 The World Bank

The World Bank defines governance as "the traditions and institutions by which authority in a country is exercised for the common good". Governance has three main aspects including "…(i) the process by which governments are selected, monitored and replaced, (ii) the capacity of governments to design, formulate and implement sound policies and discharge functions and (iii) the respect of citizens and the state for the institutions that govern economic and social interactions among them" (Kaufmann et al., 1999, p.1).

According to the World Bank, good governance depends on four components: accountable and competent public institutions, transparent policies and practices, a predictable and stable legal framework, and participation by affected groups and civil society (World Bank 1992).

2.2.2 The Asian Development Bank

The Asian Development Bank has built up basic elements of good governance from the approach of the World Bank. The four basic elements of good governance are (i) accountability, (ii) participation, (iii) predictability, and (iv) transparency.

Accountability is the capacity of governments to account for their actions. Officials are required to answer periodically and to take predictable and meaningful consequences for their actions. Internal (administrative) and external (to citizen) accountability are needed to improve efficiency and

effectiveness of public service delivery (ADB, 1999, p.17).

Transparency means low-cost access to relevant, understandable, reliable and timely information, especially economic and financial information for the public (ibid.).

Transparency is necessary when the government depends more on the market mechanism for economic management (World Bank, 1994, p.29).

Predictability (rule of law) results from legal frameworks that are based on an independent and effective judiciary that is clear, fair, and equal to access, known in advance and which is uniformly, impartially and effectively enforced (ADB, 1998, p.17).

Participation suggests the involvement of external entities to ensure the information flow, to monitor the operation of government and the quality of public services. People or affected groups have opportunities to participate in the decision-making and implementation of public programs and projects for the country's development. People can act through NGOs, CBOs (Community Based Organizations), newspapers, radio, and television. The formation of social capital, i.e., trust and information exchange as the base of civil society should be encouraged (ibid.).

2.2.3 OECD

Good governance principles defined by the Organization for Economic Cooperation and Development (OECD) focus firstly on the effective functioning of government and then on the relationship between governments, citizens and parliaments.

The principles of good governance defined by the OECD are: "respect for the rule of law; openness, transparency and accountability to democratic institutions; fairness and equity in dealings with citizens, including mechanisms for consultation and participation; efficient, effective services; clear, transparent and applicable laws and regulations; consistency and coherence in policy formation; and high standards of ethical behaviour" (OECD good governance definition in Curtin, Wessel, 2005, p.4).

2.2.4 UNECA

According to the United Nations Economic Commission for Africa (UNECA) good governance aims at protecting personal and civil liberties, gender equity, public safety, security and achieving justice for all.

Six criteria of good governance focus on the political system and the public sector:

- a political system that encourages input from all groups of civil society,
- impartial and credible electoral administration and an informed and active citizenry,
- strengthened public sector legislative and administrative institution,
- transparency, predictability, and accountability in decisions made by government,
- public sector management with stable macroeconomic conditions, effective resource mobilization and efficient use of public resources,
- adherence to the rule of law in a manner that protects personal and civil liberties,gender equity and ensures public safety and security with equal access to justice for all(Simonis, 2004, p.6).

2.2.5 The UNDP

United Nations Development Programme - defines "governance as the exercise of economic,

political and administrative authority to manage a country's affairs at all levels" (UNDP 1997, p. 2, 3).

The definition of governance by the UNDP is more comprehensive than that of the banks. The concept of governance is broader than government and its capacity.The UNDP views good governance as how society organises itself to ensure equity, justice and equal access to opportunity for all citizens (UN, 2004, p.6). Good governance is the outcome of a governance process that brings equity and justice to society.

In short, good governance includes respect for human rights, respect for the rule of law, political openness, participation and tolerance, accountability and transparency, and administrative and bureaucratic capacity and efficiency (UN, 2001, p.9).

According to the UNDP good governance is not good government. The criteria of good governance can be summarized in the declaration on Governance in the First World Conference in Manila in 1999. Good governance is "a system that is transparent, accountable, just, fair, democratic, participatory and responsive to people's needs" (United Nation, 1999, p.1-3).

Good governance can be described as: Legitimacy, Participation, Accountability, Transparency, Responsiveness, Effectiveness and Efficiency, Rule of Law, Fairness and Equity

These all and other definitions show that governance is a complex multi-faceted concept that involves range of political, economic, social, administrative and other issues. Therefore, giving a hard and fast definition of governance is a difficult task. This study has more relation with the administrative dimension which assesses the impact of leadership on urban governance.

3. Good Governance in the Ethiopian Context

Although Ethiopia has a long tradition of various governments, it has given little attention to good governance due to the orientation, attitude and work practices of the bureaucratic machinery established to carry out centralized and control oriented government..

After down fall of socialist government in 1991, the political, economic and social changes have taken place in Ethiopia since the establishment of the transitional government and later in the FDRE constitution.

The federal constitution provides the protection of different rights such as the right to hold opinion, thoughts and free expressions, freedom of assembly, public demonstration and the right to petition and right to association. Article 12 of the constitution incorporates transparency, accountability and responsiveness in the affairs of government. As provided under article 12(1), the conduct of affaires of government shall be transparent. Any public officials or an elected representative is accountable for failure in official duties. In the case of loss of confidence, the people may recall an elected representative.

The country also established Ombudsman institution. As provided under article 5 of the proclamation issued to establish the Ombudsman, the objective of the institution is to bring about good governance that is of high quality, efficient, transparent and are based on rule of law by way of ensuring that citizens' rights and benefits provided for by law are respected . For example access to information to encourage and promote participation, public empowerment to foster a culture off

transparency, accountability and promote good governance are emphasized.

The government believes that the corner stone of good governance are quality of service, quick response mechanisms and above all accountable and transparent mechanism. Good governance practices such as participation, rule of law, responsiveness, equity, efficiency, consensus oriented; accountability, transparency and effectiveness determine the quality of governance. A government that enshrines these principles in its decision-making and puts institutional framework in place to implement builds public confidence in its governance.

To this effect, the government has also undertaken various reforms to improve the level of governance. To this effect, the government designed new policy documents in 2001 to reform the Ethiopian Civil Service in order to improve the effectiveness and efficiency of the civil service in civil service giving institutions. The overall aim of the Civil Service Reform Program (CSRP) was to alleviate the drawbacks and wrong practices of the previous military regime and to build an efficient and effective civil service system. The civil service reform program (CSRP) has five components/sub-programs to improve: (1) Top management systems; (2) Governance of financial resources and control; (3) Ethics (4) Governance of human resources and control; and (5) Public service delivery.

The Service Delivery Sub-program elaborates problems and drawbacks of the Ethiopian Civil Service in the delivery of services, the need for and objectives of the policy as well as policy instruments and strategies designed to attain these objectives.

In order to strengthen service delivery and to realize quality of governance in the urban centers, urban good governance package was also designed in Ethiopian Urban Development Policy of 2006 (MUWD, 2006). Ensuring good governance practices in urban leadership and administration is emphasized. In its five-year Growth and Transformation Plan, 2010/11-2014/15 urban centers are frequently cited as "growth and development poles" that require effective leadership practices to accommodate these functions. Therefore, the issue of leadership practices and good governance implementation has become a center of attention to promote poverty reduction programs that enhance economic development (MoFED, 2009).

In Ethiopia, the urban sector encompasses several sub-sectors and constitutes a complex development issues. In addition to the provision of services, it includes crosscutting areas such as employment and poverty alleviation, gender and environment. The complexity of the sector and the relative weakness of existing institutions points to the need for increased emphasis on governance and leadership capacity.

4. Leadership and governance

The significance of leadership to governance is paramount. Leaders play an important role in governance (DfES, 2006). They provide 'direction' for governance by fostering a 'shared understanding and clarity around roles.

Nnablife (2010) states that the survival of a system rests with leadership. All things rise and fall on leadership because leadership effectiveness is a steering that drives organization to heights of development and productivity by the application of good governance.

According to Sindane (2011:759), the two are closely linked, that is, effective leadership includes an

adaptive response to the non-routine as well as strategic challenges faced by society and government institutions whereas good governance has to do with accountability and transparency.

As noted by Soludo (2007), while governance is the traditions and institutions by which authority is exercised, leadership is the act of exercising that authority. The nexus of leadership and good governance is the reason for the assertion by Othman and Rahman (2014) that governance is about effective leadership. According to them, the connection of leadership with governance is seen in efficiency, probity, responsibility, transparency and accountability. Supporting the nexus of leadership and good governance, Soludo (2007) argues that governance and leadership are so intricately related that one circumscribes the other.

4.1 What is leadership?

Hah and Bartol (1983) define political leadership as the mobilization and direction, by a person or persons using essentially non-coercive means, of other persons within a society to act in patterned and coherent ways that cause (or prevent) change in the authoritative allocation of values within that society.

Effective leadership requires its own essential quality. For instance, competence (both professional and leadership) is among the essential qualities of effective leadership. A leader without having competence may not be effective and efficient in leading an organization. When seen in light of good governance, efficiency and effectiveness in giving services to the public, utilization of resources both human and material is among the key principle of good governance. If a leader lacks competence about what he has doing he may not be effective and efficient in discharging his responsibility, which results in misuse of public resources.

The other point to be discussed in leadership is accountability that envisages making accountable the leader for his action or omission. The same principle is applied in ensuring Good Governance. Taking government as one of the actors in governance, accountability ensures actions and decisions taken by public officials are subject to oversight so as to guarantee that government initiatives meet their stated objectives and respond to the needs of the community they are meant to be benefiting, thereby contributing to better governance.

The other important quality of effective leadership is openness. In exercising leadership, openness fosters integrity and dedication of the leader to achieve the targeted goal. By dedication, it is to mean that the leader spends   his time to accomplish the targeted objective being a model for others. Through openness, there is free flow of information among leaders and followers, including the public at large. Because, the leaders are there to serve the public at large. Relating it to Good Governance, the Public has a right to access information and to have a say about what the leaders do on behalf of the public at large.

Participation can be possible if the leader is open. When we say participation, it is by both men and women as it is a key cornerstone of good governance. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand. This can be fruitful if and only if the leader is ready to be open to share new ideas. Otherwise, if the public is denied the right to access of information it results in loss of

public trust; and this in turn results in public grievance.

Moreover, because the leaders are there to serve the common interests of group of people, to achieve effectively the objective they set, they have to reach at consensus by allowing the participation of those interested group of concerned people. Because, consensus orientation is a corner stone for Good Governance by mediating different interests to reach a broad consensus on what is in the best interest of the group.

Openness can be also manifested through transparent working systems and procedures. That is to say decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media. The same principle is applied in ensuring Good Governance.

Equity and inclusiveness is one of the important principles in ensuring Good Governance. In the absence of a leadership that encourages openness, participation, transparency we may not envisage equity and inclusiveness. A society's wellbeing depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their wellbeing. This can be achieved only if the leader gives such opportunity; otherwise, the society, particularly, those vulnerable have no chance to reflect their interest.

Generally, effective leadership and Good Governance are two sides of the same coin. The two have many elements in common. Without an effective leadership, we may not envisage Good Governance in its totality.

In order to realize quality of governance in the urban centers, urban good governance package was formulated in Ethiopian Urban Development Policy of 2006 (MUWD, 2006). Furthermore, as the country entered its new millennium, efforts continued in improving the efficiency and accountability of the public sector leadership, and ensuring the rule of law has been given utmost attention for the greater good. Ensuring good governance practices in urban leadership and administration is one of the priorities of the Ethiopian government. In its five-year Growth and Transformation Plan, 2010/11-2014/15 urban centers are frequently cited as "growth and development poles" that require effective leadership practices to accommodate these functions. Therefore, the issue of leadership practices and good governance implementation has become a center of attention to promote poverty reduction programs that enhance economic development (MoFED, 2009).

5. Description of the Study Area

Dukem town is located at 37 km South East of Addis Ababa along the main road to Adama. It is among rapidly developing towns of Oromia region state towns. According to the 2007 census, the total population of the town was 24,024. The population is rapidly growing because of its proximity to Addis Ababa and its economic importance because of job opportunities created by investment expansions. The town has four administrative units named kebeles(the lowest unit of urban administration).

According to the Oromia Proclamation No. 65/2003, Article 6 (1), towns and cities in Oromia are categorized into four levels based on their population number. Cities with more than 90,000 inhabitants are categorized as 1st level. Cities and towns with between 45,000 and 89,000, 10,000 and 44,999 and 2,000 and 9,999 residents are categorized as 2nd, 3rd and 4th level respectively. Based on this classification, Dukem town falls within the 3rd category.

Figure 1: the location of study area
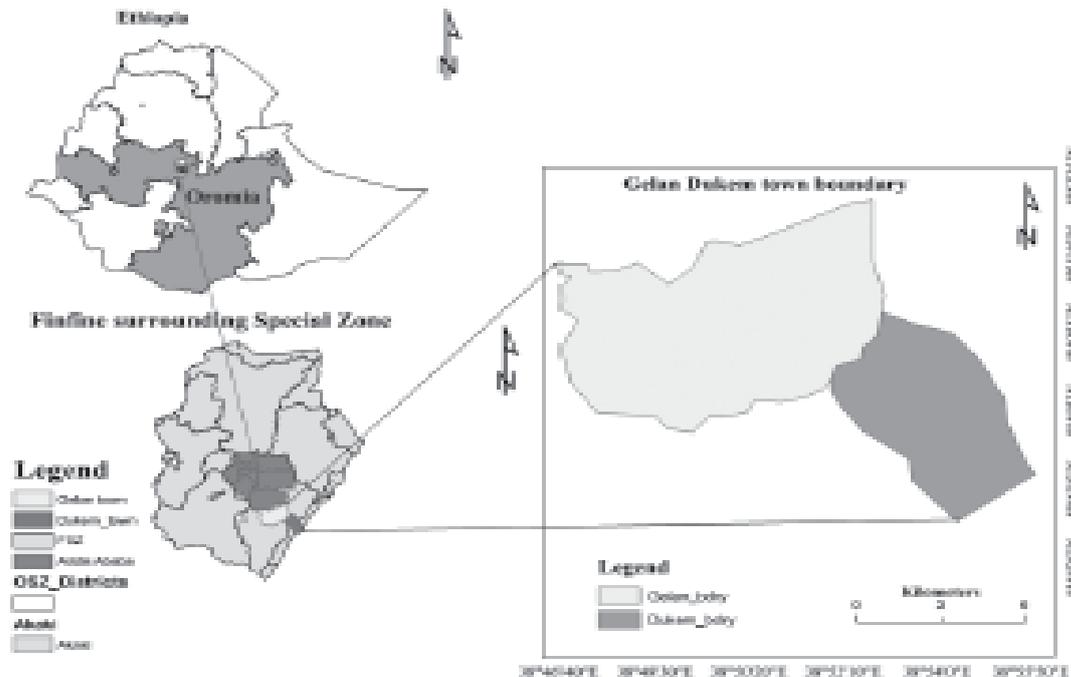
Source: Diriba Dadi, Till Stellmacher, et.al. 2015

5.1 The Research Approach

The study investigates the role of leadership in ensuring good governance and the challenges faced the leaders in Dukem town administration.

A descriptive research design, involving the method of cross-sectional research was chosen and used to conduct the study on the leadership and governance of   Dukem town, Oromia region. The research relies on both qualitative and quantitative types of data. To this effect, the primary data sources were collected from various respondents and local administration through questionnaires and interviews whereas secondary data were extracted from reports, CSA documents and regional government archives.

Most of the collected data were quantified for simplicity, others such as open ended, and interview were qualitatively analyzed. A descriptive analysis method was used in the process of transcribing the raw data in to a form that would make them easy to understand the subject.

Population

The population of this study were team coordinators and representatives of private business organizations, and community institutions of the town. In addition, government organization cabinet

members and civil servants of the town administration were the target population for the source of data in this assessment.

Sampling and Sample size

Both probability and non-probability sampling technique have been employed to collect the necessary data. First, non- random sampling technique was employed in the study area. The target population was a total of 145 sample respondents that have been selected from the residents and the city administration of which 123 responded to the questions addressed.

Method of Data Analysis

The responses were organized and framed to suit for the analysis. The quantitative data were analyzed using descriptive statistics such as frequencies and percentages. The analysis and interpretation of the data is presented using tables, figures, and graphs. Qualitative data obtained through semi-structured interview from key informants were transcribed, classified and presented.

6. Governance and leadership in Dukem Town

Even though good governance is a result of complex interactions between different bodies, it is mainly based on practices and roles of leadership. Hence, the results of practices and processes of leadership in ensuring good governance is analyzed in terms of good governance principles such as participation, consensus building, transparency, accountability, timeliness, rule of law and effectiveness in achieving predetermined objectives. These governance attributes enable practitioners, leaders and residents to better compare heterogeneous urban contexts and work together to bring diverse resources, experiences and skills to bear on the improvement of life in the cities.

To promote public participation the leader's commitment is important that ensures the engagement of all stakeholders in planning, implementation, monitoring and evaluation of urban development activities. Harnessing the constituent potential and directing to create common goals in which everyone believes is important activity in the leadership practices. Creating an environment that permits community to fully slot in and participate in the process shows high leadership commitment.

Figure 2: Leadership Commitment to Promote Community Involvement in its Affairs
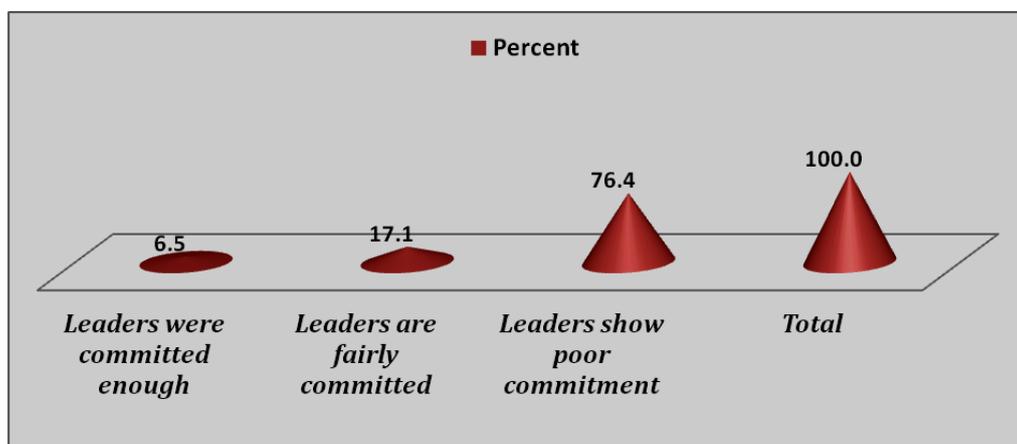
Source: field survey 2018

Figure 2 depicts that 76% of respondents agreed that the leadership is poorly commitment to initiate community participation in the development processes.

Evidence suggests that the principal ingredient for success is visionary and strategic leadership. The success of participatory governance is dependent on a form of leadership that operates on the basis of sharing power and advancing the collective interest of the city.

A cursory glance at the management challenges explored before suggests that the future of cities will increasingly depend on the quality of strategic leadership and management.

6.1 Factors Affecting Participation in Town's Affairs

Factors that hinder public participation in planning, decision-making and implementations were manifold. In this regard respondents were asked to choose from alternatives and reply by ranking the major factors in relation to their effects on participation of community.

Figure 3: Factors Affecting Participation in Town's Affairs
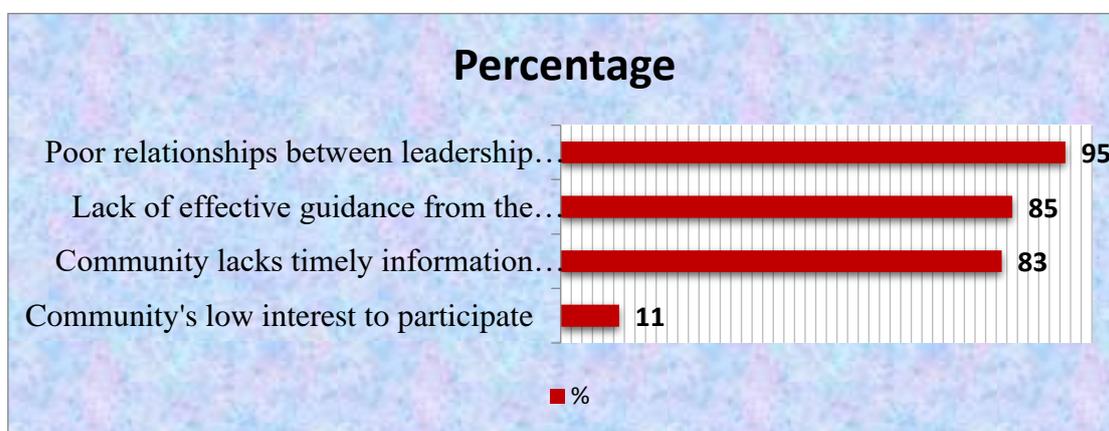
Source: field survey 2018

Figure 3 depicts that 95% of respondents rated poor relationship between leaders and community is major factor that impede community participation in Town affairs. Among individuals who participated in the study 85% of them argued that lack of effective guidance from the leadership is another factor that setback community participation. Lack of timely information in necessary issues was rated as another factor by 83% of respondents.

Figure 4:   The relationship between leadership and community

Source: field survey 2018

Participatory governance and consensus orientation is a corner stone for good governance by me-diating different interests to reach a broad consensus on what is in the best interest of the group.

As it can be seen from figure 4, 91% of respondents replied that the community do not trust the leadership. Only 9% of the respondents argued that community and the leadership has common understanding and good relationship.

The same question has been addressed to the interviewees to explain the state of the relationship between leadership and community. They forwarded that though   the progress and improvements have been observed in this regard there is still lack of consensus between the leadership and the community.

As in the interview conducted with key officials the main reason behind the town's low achievement in participation was the way that institutions mostly favored participation to be conducted through suggestion boxes put in the compound of most institutions rather than face to face discussion with customers or their representatives.

6.1.1 Ensuring Transparent Service Delivery

Transparency mainly focused on the accessibility and the level of information disclosure to the public in decision-making and in the provision of goods and services. Hence, in this study it has been assessed based on some mechanisms that the leadership practiced to disclose and make accessi-ble the necessary information.

Table 1:   Information dissemination Mechanisms

No	Items	Respondents	
		N	%
1	Public Meetings	82	67
2	Development group discussions	11	9
3	Public forums	24	20
4	Media coverage	6	4
	Total	123	100

Source: field survey 2018

Disclosing procedures, clear and easily understandable; and informing staff members when im-portant decisions are made are some of the indicators of transparency.

Accessing information, being transparent for the service users and having clear procedures to com-plain and suggest were considered as part of the study.

The above table   shows that the town   administration employed different mechanisms to dissem-inate information. Accordingly,   67% of the respondents pointed out that public meetings are the common mechanism that the town adminstration used to disclos information. Others 20% of the respondents replied that public forums are another mechanisms that were used to disclose

information.

Similarly, the interviweed individuals stated that the common mechanisms that the leadership employed to share information,decisions and other messages were public forum and meetings that quarterly scheduled. On the other hand, the problem is that few members of the community particpate in the meetings. Therefore it is challenging to reach all the community with timely information.

6.1.2 Openness and clarity in Service provision

Openness is built upon free flow of information, its availability, direct accessibility and clarity in an understandable way for all stakeholders.

Regarding openness in service provision, two questions were forwarded to assess the clarity and openness. These are whether vague responses were given or not for service users and how immediate responses and fair decisions are made.

Figure 5. Openness of Leadership in Service Delivery and Decision Making
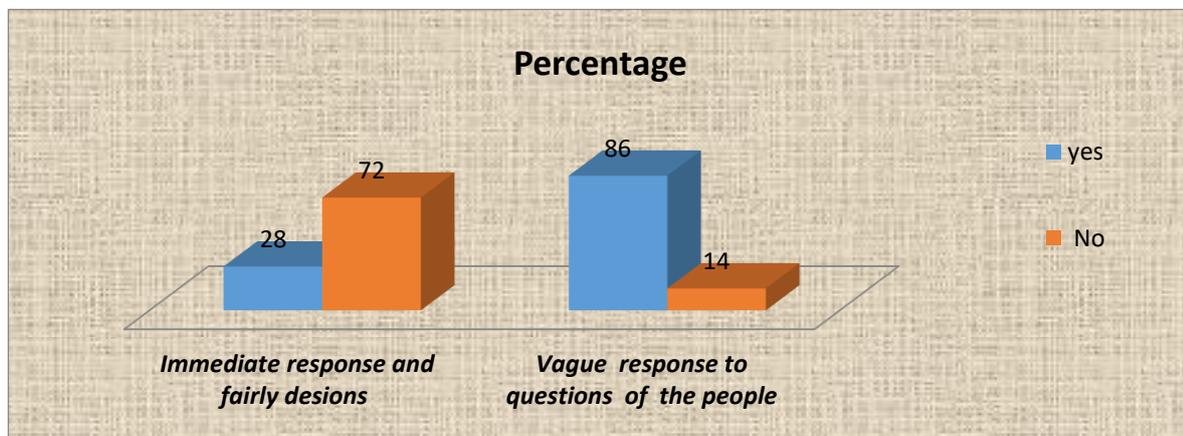
Source: field survey 2018

Figure 5 shows that the respondents were asked to evaluate the management openness to the need of community in service delivery. While 86% of the respondents responded that the management and service providers respond vaguely to the questions of the customer and only 14 % of respondents believed the leadership provides clear responses. This indicates that the service provider is not open in service delivery and this shows a symptom of poor service delivery.

The key informants also stated that there is a gap in service delivery of the town administrations. The current environment requires that institutions and processes should serve all stakeholders within a reasonable timeframe.

According to the result observed, service users were not able to evaluate the institutions management. This is even further checked by the interviews conducted with key officials as they said the institutions were not made directly evaluated by their service users.

6.1.3 The Provision of Timely and Quality Services

Responsiveness was assessed based on how the leaders are responsive to the demand of the citizens periodically based on the duration that the customer would have waited to get service from the town administration.

**Table 2: The Duration that the Customer waited to Get Responses**

		N	%
1	An hour	4	3
2	A day	5	4
3	More than two days	21	17
4	A week	28	23
5	It extends to months even years	65	53
	Total	**123**	**100**

Source: field survey 2018

Table 2 indicates that 53% of respondents believed that to get quality services in the timeframe.it extended to months and even more years. 23% of the respondents replied that to get a service from the town administration it took a week. About 17% of respondents believed that it took more than two days. The rest about 4% and 3% of respondents replied it took a day and an hour respectively. From this the service delivery of the town administration took a long period of time in real-life situations.

Effectiveness and efficiency are one of the core elements of good governance frequently used as indicators in governance measurement.

Figure 6: Practices of Time, Human and Financial Resources Utilizations
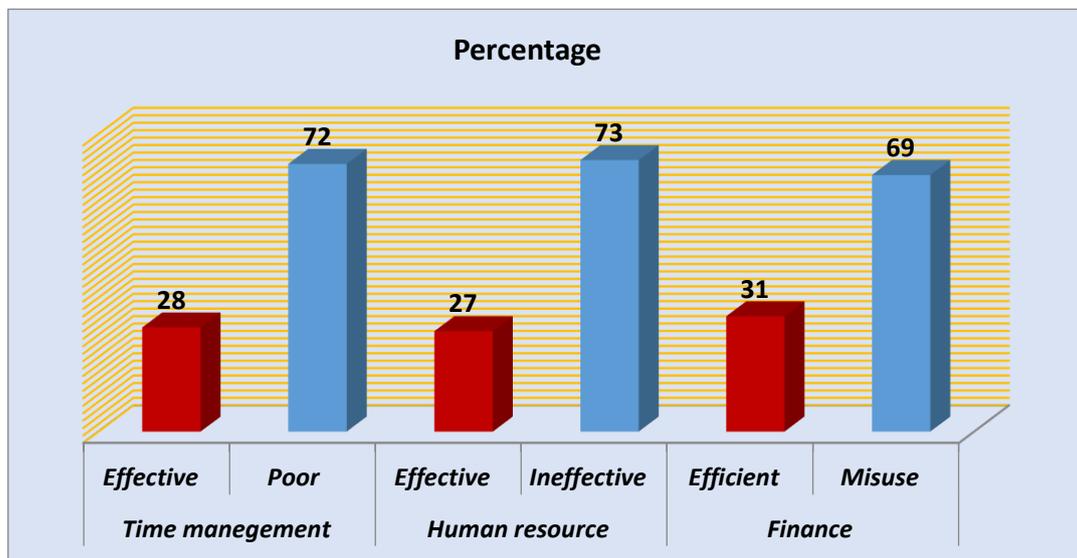
Source: field survey 2018

The figure indicates 72 % of respondents believed that poor time management is the problem observed in the town administration. The rest 28% of the respondents argued that there is effective time management. Thus, the utilization of time in implementing programs and planed projects is

very poor. The time aspect entails the responsiveness and speedy in which services are delivered. In this case the customer/service users couldn't receive a service in its time frame.

Projects were not completed on their schedule to be ready for services. Most of key informants have raised civil servants and leaders did not work full time. Due to this fact, community could not get timely services. As a result, community wastes its time by staying in municipality to get services. Therefore, there is poor time utilization to ensure effectiveness in Dukem town administration.

Figure 6 also illustrated that 73% of the respondents agreed that there is ineffective use of human resource. Only 27% of them said that the utilization of human resource is effective.   This implies that educated manpower contributed little to the development the town.

According to the data obtained from the human resource department/process those hold BA degree and above are more than 45% and most of them could not contribute more as expected from them. In some sectors, there are idle individuals who simply paid a salary, for the improvement of the town development.

Moreover, 69% of respondents justified that there is misuse of scars financial resources. Those replied efficient use of financial resources were only 31% of the participants. This implies that the utilization of scars financial resources is poor. According to the finance office, more than 85 % of the town budget goes to salaries which are challenging issue that affects effectiveness of the town to providing quality services.

The interviewed participants also argued that the effective utilization of resources (time, human and financial) resources had its problems. Especially most of them explained that time management is the key problem that every employee perform under expectation.

6.2 Major Challenges of urban governance in Dukem Town

Despite a fairly well growing institutional and legal framework for good governance, challenges are bound to happen. The study sought to determine some of the challenges facing Dukem in implementing good governance practices. Whereas the staff respondents applauded the government for entrenching good governance practices such as participation, accountability, transparency, responsiveness to the needs of the people and rule of law, the biggest challenge that the town faces is leadership weaknesses in the implementation of good governance package.

The public sector in Ethiopia has been characterized by weak structures, inefficient services provision, corruptions, poor capacity and the routine neglect of the due process of law in matters of public issue. The specific problems facing the Dukem town administration are discussed below

6.2.1 Lack of Competence and Commitment

It is clear that strategic leaders have awareness, understanding and skill in their endeavor to ensure good governance. The interviewed agreed that most of the leaders did not possess the same qualities such as determination, openness, and transparency.

The interviewed respondents stated that an underlying characteristic of a leader that results in effective or better performance in a job in this regard was unsatisfactory. Most of key informants argued that poor commitment is noticeable in implementing good governance in the town administrations.

6.2.2 Manifestation of Rent Seeking Attitudes

According to the discussion held with key informants corruption incidences in the town had been widely perceived as a major obstacle in improving the quality of governance. Lack of transparency and secrecy that have been associated with the administrative practices of former leaders is still practiced in terms of favoritism, nepotism. The weakness of accountability mechanisms is another impediment to improve service provisions in the town. Complex and unclear work procedures make it difficult for a citizen to get timely and quality services. The practice of maladministration has created frequent transfer of leaders and key civil servants that contributed to failure in delivery of services.

6.2.3 Mismatch of Existing Resources and Demand

Because of expansion of investments and industries in the town and growing urban program. There is high demand for additional infrastructure services such as (housing, pure water, feeder roads. electrification, etc.). This clearly shows that being responsive for public needs is a question of additional resources beyond planned budgets. Handling the business of economic development at municipal level requires mobilizing the necessary resources which further require institutional capability in doing so. Urban governments are expected to monitor urban development and facilitate the mobilization, distribution and allocation of resources.

Conclusion

Urban administration plays an important role in ensuring good governance which in turn create stable environment to enhance social, economic and political development. Without strong and committed leadership better and quality of life is unthinkable. Meanwhile leaders face different challenges in ensuring good governance in practice.

Against this backdrop, the commitment of leadership to implement urban development programs in the town was not satisfactory. This poor commitment practice of leadership can be expressed in terms of lack of sustainable tools of community participation, lack of poor relationship between leaders and community and low involvement of CSOs, NGOs and private investors in different decision making of the town.

Despite the government's desire for good governance and institutional framework to practice good governance, the town still faces many challenges that undermine its realization of its governance objectives., corruption, low public participation, inadequate funds and low capacity hinder the full realization of good governance.

The finding indicates that Poor relationship exists between leaders and community, maladministration and rent-seeking behaviors manifested in leadership practice resulted in poor consensus and trust on decisions made.

The mechanisms to disclose necessary information to the public and seeking feedbacks, comments and opinion from the public at large is poor. The leadership couldn't fully establish a system in which government activities could be transparent. Information on rules, regulations and procedures were not timely and clearly released to the beneficiaries. Lack of transparent system and poor information disclosure produces rooms for rent seekers in service delivery. Lack of transparency and

manifestation of secrecy that have been associated with the leadership practice from the past times has also led to focus on conflict of interest, nepotism and favoritism.

The weakness of accountability mechanisms is also an impediment in improving services across the institutions. The transfer of corrupted from place to place has contributed to distrust of the community on the leadership at all levels.

Firstly, there is no clear and effective mechanisms that strengthen anti corruption struggle endeavor and the existence of patronage network between corruption dowers. Secondly, if service seekers or citizens expose wrong dowers in turn they revenge in the process of service provision. Thirdly, as a result of poor relationship, lack of trust on leadership and leadership little attention to wrong dowers to take correction measures. As it is common only political measure has been taken for a time being in which transfer of leaders from position to position took place.

There are many factors that contributed for underachievement in utilization of time, human and financial resources. The human resource that assumed an engine of development implemented poorly because of inappropriate assignment. Most of the employees were not motivated to perform their duties as prescribed in working manuals.

Leaders are promoted to higher positions without being sufficiently prepared for the leadership role and with out sufficient understanding of the significance of good governance principles in their effort of leadership practices. In addition, lack of competence, inefficient and ineffective monitoring and evaluation system were major factors that contributed to ineffectiveness of leadership practices of the town administration. Thus, this poor achievement is come with poor coordination with stakeholders', manifestation of rent seeking attitudes; lack of leadership

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