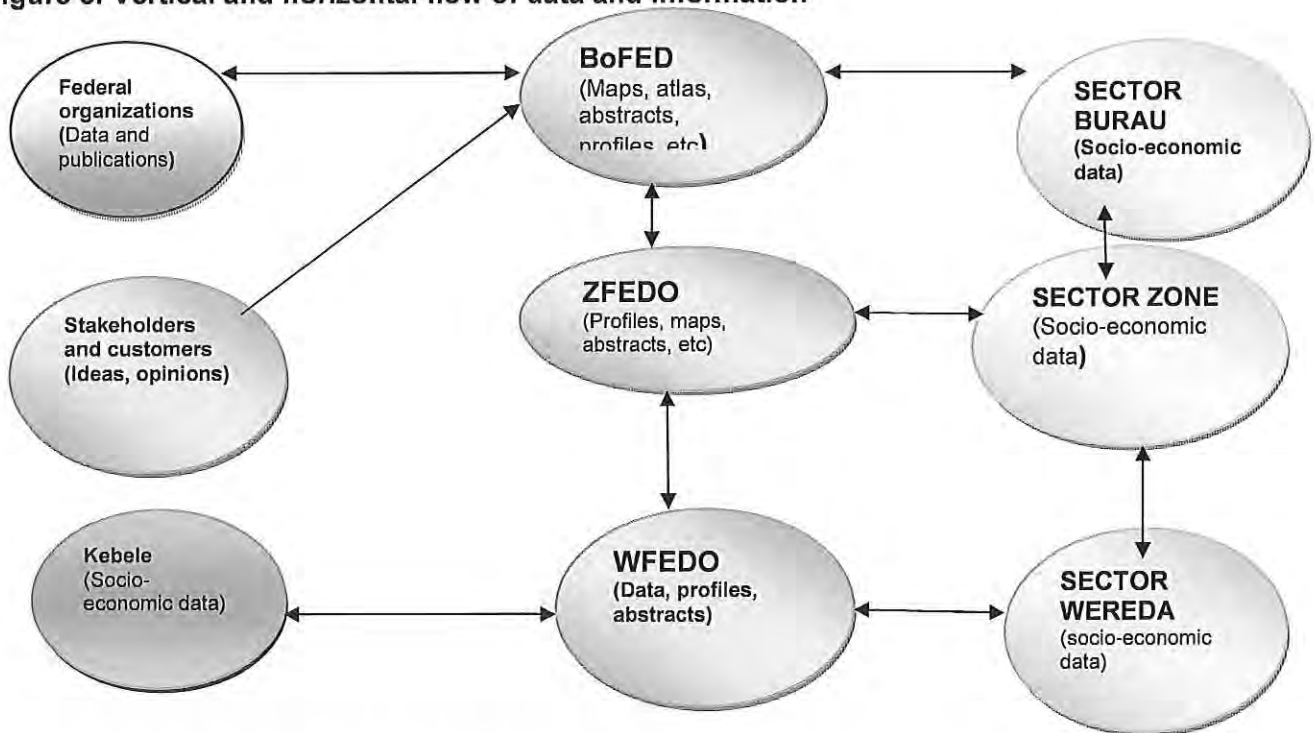


5.4.3. Technical Support

The linkages between institutions determine the efficiency and effectiveness of timely and reliable information flow. The study of the information center of the BOFED placed due attention for the importance of strong linkages between institutions active on different level and the coordination role of planning institutions at kebele, wereda and zonal levels. The kebele data and information worker is responsible for the overall coordination and establishing a strong linkage between various organizations in the kebele. The WOFED is assumed the center of information and as a result, the mandate of coordinating the overall data management system in the wereda is vested in it with the overall responsibility of data collection, analysis, compilation, storing, dissemination, technical support and training. The ZOFED on the other hand has a coordination and technical support role in addition to socio-economic studies, data collection and analysis, compilation and dissemination.

Figure 5: Vertical and horizontal flow of data and information



The current situation however is not consistent with the wishes and recommendations indicated in the BPR document of the BOFED. The linkage between the kebele institutions and kebele with WOFED is loose in terms of information management because of workloads, accountability and answerability problems. The technical linkage between the sector offices and WOFED is also inadequate and loose. The technical support of ZOFED is also below expectations because of capacity limitations. The technical support and linkages between various sector institutions and WOFED is limited to dissemination of formats, occasional technical support, and short orientation meetings and on demand data acquisition. Similarly, the lack of transport, adequate manpower, budget and communication services limited the technical support and capacity building activities of ZOFED and WOFED. The low attention and awareness for information and data and poor structural organization of data management functions in sector offices also limited the pace of

information flow between levels of institutions. The lack of capacity of WoFED and BoFED also limited regular training opportunities to various institutions.

5.4.4. Expectations and Gaps

The center for information management of the bureau and its structure at the sub regional level are supposed to collect and organize various socio-economic and physical geographic information from various sources including published and unpublished documents, statistical abstracts and surveys, arial photographs and satellite images, studies conducted by various institutions in different periods. The goals of the information management is continuous feeding of accurate and consistent data for socio-economic planning, studies and research and serve as a center of information for all regional government institutions and various international and local stakeholders. To achieve this grand goals, the information management system of the regional BOFED, planned to build capacities of different organizations responsible for data collection, analysis, compilation, processing, storing and dissemination. One of the planned capacity building activities is equipping all structures of the BOFED from the kebele to the regional level with computers, modern information and communication technologies and dissemination and collection strategies. Horizontally it envisaged also providing regular training and technical support in information management to relevant organizations at all levels. Establishing strong working relationships between structural levels is also assumed vital with creating similar structures of information management in these institutions. The schedule of data and information flow is also scheduled based on the assumed capacity building, creation of strong and efficient information structures within different regional government institutions.

Table 7: Some expected Outputs and schedule of Information Management

Main tasks/outputs	Current task situations			Customer needs		
	Time required	quality	Procedure (steps)	time	quality	step
Regional, zone, wereda profiles	Every five years	Good	18	Every 2 years	Very high	Very short
Statistical abstract	Every two years	Good	22	Every year	Very high	Very short
Administrative and physical maps	Every year	Good	13	Consistent change with	Very high	Very short
Atlases of region and limited zones	Every 10 years	Good	16	Every 5 years	Very high	Very short
Regional/zonal geography	Every 10 years	Good	14	Every 3 years	Very high	Very short
Regional Income account	Every 10 years	Very good	??	Every year	Very high	Very short
Various forms of data and information	Prepare in hard copy/documents			Both hard and soft copy		
Provision of data t customers	By different teams in the bureau			From only one source		
Dissemination of final documents	Only to sectors and offices at regional and zonal level			From region to wereda level and all government institutions		

With capacity building and strengthening the information management system in the region, the center expected to produce regular regional and zonal atlases every 10 years, statistical abstracts and regional income accounts every year, wereda, zonal and regional profiles every two years, geographic studies every five year and maps and other inputs as necessary. Unlike earlier periods, the data collection and production of outputs will also be based on customer and client need assessment to reduce duplications, wastage of resources and to improve the usability of the outputs. Following similar procedures, time tables and schedules weredas and zones are also

expected to produce similar outputs with more details consistent with local circumstances. The kebeles will be the foundations of data for most of the socio-economic information relevant for local economic development planning. The sectoral offices are also major sources of information. As a result, building capacities of these institutions is assumed vital to improve the volume, type, reliability, consistency and timeliness of information flow.

In the last two years, though attempts were made to implement the BPR recommendations at all levels the outcome was not satisfactory. The structure expected at kebele level was not possible and there is no tangible and responsible organization of BOFED at kebele level. Current information flow from the kebeles is dependent on common understanding and consensus. The sectoral offices have inadequate manpower and place low attention on information gathering. As a result, only few weredas managed to produce profiles and statistical abstracts in the last three years. The collection of data for establishing budget allocation criteria however is improving from year to year. Eventhough there are some improvements particularly with regard to information relevant for budget allocation criteria and in some production of statistical abstracts, the information management, as a system, have the following major gaps

1. The information management system within the sector institutions and kebeles are not institutionalized. Kebeles and sectors collect and accumulate data and information relevant for their consumption. Collection and analysis of data have no strategies and schedules. Individual experts are collecting and compiling data except in education offices, which have modern centralized database system and strategies. Other sectors have no database at all. There is no staff assigned by the sector offices for information management both at the zonal and wereda level. The planning, monitoring and evaluation team (mostly one or two staff) compile information and provide to needy stakeholders whenever demanded.
2. The capacity building activities to improve the information management system in the planning structures is inadequate. The majority of WOFED have inadequate computers (currently at a ratio of 1:11), almost all have no fax, internet connections, adequate telephone connections, transportation facilities and adequate staff. The information management within WOFED, in most areas has inadequate and staffed by semi-skilled manpower. Training is lacking and as such experiences in data collection, analysis, compilation and production of outputs is not consistent with the skill and experiences demanded by modern information system. Due to critical human resources skill and capacity limitations, WOFEDs unable to provide even the minimum level of technical support and training for kebeles and sector offices.
3. The kebele level structure is also lacking eventhough the BPR recommended a data and information worker. As a result, the flow of information from the kebeles is inadequate and irregular
4. Inadequate attention for data, poor consistency and reliability are still the major problems. Eventhough many recommendations are highlighted in the BPR of the center, means and methods of controlling the reliability and quality are not in place.
5. Current government structures are adequate to adopt primary data collection at household level. There are at least 10 semi-professional staff in each kebele. Capacity building, adequate training, regular technical support, instruments of data reliability checks, user friendly formats, checklists and questionnaires as well as provision of adequate operating fund and institutionalizing the information management within sectors and kebeles will

enable the acquisition of primary data and information relevant for planning, decision and policy making. Few attempts were made so far even to use the database and raw data of other institutions to draw relevant and usable indicators for planning, monitoring and evaluation.

6. Manuals, guidelines, improved and comprehensive data collection formats, basic and vital indicators, and other necessary means to develop experiences of the sub zonal staff and staff of the regional data and information management center are inadequate. Training needs is very high yet there are no training manuals, guidelines and modules on data management and information methods and processes.
7. There is inadequate linkage between different levels of government organizations. The linkage between the sector offices, kebeles, ZOFED and WOFED is inadequate. Technical support is limited due to inadequate capacities. Weak feedback from WOFED and ZOFED also limited the value and usability of already available outputs. WOFEDs unable to disseminate their outputs to various stakeholders due to lack of stationeries and other capacity limitations
8. In all institutions at wereda and zonal level, shortage of budget is the major problem to information management. All surveyed weredas have no separate budget at all for information management and some even face difficulty in obtaining stationeries.
9. The institutional arrangement between BOFED, WOFED and kebeles is inadequate. WOFED and kebeles (which are the foundations of all data and information have no connection with the information center of the Bureau. The structural organization between this level is more administrative than technical. Current structure is a relay system of channeling processed document than live and detail data disaggregated by smaller geographic units, livelihoods and other appropriate indicators. As a result, the usability of most of the data produced by the center is not consistent with decentralization requirements and the demands of participatory development planning
10. Modern information needs a proper connection between the data sources, data processors and users. Creating a database system linked with servers from the kebele to the regional level is important to acquire adequate, reliable data. Though BOFED currently established its website, no connection is effected with ZOFED, WOFED and kebeles.

6. NON-GOVERNMENTAL ORGANIZATIONS AND CAPACITY BUILDING PROGRAM

6.1. Non-governmental Organizations

There are a number of international and local NGOs in Oromia region. Most of these NGOs are active in food security, environmental protection, risk management and humanitarian activities, health, water supply and sanitation, HIV/AIDS control and awareness creation, education and gender issues, capacity building and business development. NGOs have also relatively better capacities in addressing basic grass roots development problems, building capacities of local institutions and communities and adopting participatory development approaches. They have also relatively better composition of skilled manpower, financial resources, expertise and strategies to address community problems. In most of the weredas, they also support institutions in financing water supply and sanitation schemes, small-scale irrigation infrastructure operation, food security and safety nets programs and others.

The responsibility of coordinating NGOs, prior to the mid 2007 was that of the food security and disaster prevention and preparedness commission of the region. Currently however, NGO coordination is a mandate of the Bureau of Finance and Economic Development. The team (NGOs coordination, Monitoring and evaluation) is responsible for the overall NGOs activities in the region including signing the agreement, project appraisal, supervision, monitoring and evaluation, and other areas important for the establishment and success of NGOs. The team has six professional and four support staff at the regional level and three technical staff at zonal and wereda level. NGO coordination is undertaken at three levels. Those with projects under three million total cost is the mandate of the wereda Finance and Economic Development Office. The office is responsible for appraisal of projects, follow up, monitoring and evaluation together with relevant sector offices in the wereda. The kebele adhoc committee is also responsible for monitoring and evaluation of NGO activities in their kebeles and reporting the outcomes on monthly and quarterly basis. NGO projects with the total costs of between three and five million and those which cover more than one wereda is the responsibility of the ZoFED. ZoFED together with the zonal relevant sector offices supervise, monitor and evaluate the progress of projects on regular basis. The BoFED (NGOs coordination, monitoring and evaluation team) considers projects with the total cost of over five million and activities include signing the agreement and memorandum of understanding, supervision, monitoring and evaluation, facilitating foreign procurements, project appraisal and preparation, and other functions important for the development and expansion of NGO activities (BoFED, 2008d).

The NGO coordination, monitoring and evaluation team is well organized with good staff composition and experience. Unlike other teams in the bureau, the team has adequate manuals, guidelines, planning and monitoring formats including project proposal guidelines, project appraisal guidelines, monitoring and evaluation guidelines, project concept formats, quarterly monitoring and reporting formats, and customer comment formats. The planning, monitoring and evaluation team who are also responsible for the coordination of the four planning functions, supervise and monitor NGO activities. This team has inadequate capacities and the number of skilled manpower for the majority of the weredas is much below the requirement. Weak coordination between sector offices and WOFED also affects the coordination of NGO activities. Periodical supervision, technical support (if needed) is also limited for various reasons mainly related to capacity limitations. There is also inadequate attention and value for NGO activities eventhough they still support government institutions and invest significant amount of financial resources to improve livelihoods of the poor. Whenever capacities are available, periodical

supervision, monitoring, and evaluation is conducted together with the relevant sector government institutions at kebele and wereda level. The schedule for submission of reports of NGO is also similar with that of the government reporting schedules and flow procedures. Eventhough NGOs are expected to submit their plans on annual basis their plan is not incorporated in the wereda and kebele plans regardless of the amount of investments in various programs. Furthermore, at wereda level, there is no independently assigned staff for monitoring and evaluation, coordination and supervision of NGO activities. Relevant sector offices struggle with critical shortage of skilled manpower and unable to perform to expectations and follow effective schedules. WoFEDs also limited from critical shortage of manpower and currently the PME staff are responsible for NGO activities. The number of available manpower resources is only less than two third of the total requirement most of whom are occupied by a routine budgeting, budget control and management, and production of regular reports.

6.2. Capacity Building Programs

Decentralization, as stated in different parts of this report, has a number of advantages. The overall goal of decentralization could be achieved with building new and reforming former institutions, working procedures, laws and regulations, and facilitating other enabling environments, which are necessary for the efficient performance of institutions for better service delivery. With decentralization also viable former institutions and procedures, rules and regulations have to be developed and improved in line with the requirements of decentralization.

In the last five years, the regional government has expanded the institutional creation and strengthening most of them through a series of capacity building activities. Creating a number of rural and urban local governments, zones and kebeles are one of the major tasks in the early decentralization periods, which still also going on with focus on the creation of administrative hierarchies, and expansion of public institutions. According to the recent information, about 301 rural and urban local governments, 17 zones, and over 6650 kebeles were created each ladder in need of skilled manpower, material and logistic supplies and a multi-million financial expenditure.

The capacity building programs to equip these institutions at different levels is a huge task in need of well planned interventions, substantial financial and human resources. In the short term, the capacity building activities could only cover the minimum requirement for start up of most of the local government institutions, while in the medium term to the long term it needs full capacity building that leads to self-reliance, efficiency, effectiveness and in general sustainable institutions, which can provide the stated decentralization benefits. In the last five years, the regional government has made significant efforts to capacitate these institutions. Yet the amount of resources available for capacity building, the ever increasing and bloating structural organizations within the existing organizations as well as poor capacity in the utilization of available resources limited the effectiveness of capacity building activities in the region. A number of local government institutions at the wereda level have inadequate manpower, some of them have less than 30 percent of the total requirements. Operating costs for the majority of the weredas is below 10 percent. Capital budgets for weredas, which supposed to be used to purchase fixed assets, office and office equipment, training and other tangible capacity building resources, are below five percent on average. The existing manpower is not only below the required level of numbers but also lack training, technical support, experience and skills. Turnover in the majority of the institutions particularly those who have relatively experienced and educated manpower is significantly high.

In recognition to the critical capacity limitations and resources at wereda level the federal and the regional government designed various capacity building programs funded by a number of

multilateral and bilateral organizations. Some of the ongoing capacity building programs, which are of relevance to planning, monitoring and evaluation, budgeting and information management are discussed below.

6.2.1. Ethio-Italian Cooperation

The Italian cooperation has significant contribution in supporting development programmes in Oromia for the last 20 years particularly in Arsi and Bale zones. In addition, this bilateral institution supported a number of institutions in various sectors in the same period. Among the many technical cooperation programmes "strengthening regional development planning in Oromia region" was identified in the early 1998 by the Italian Ministry of Foreign Affairs and the then BoPED. The aim at the time was to strengthen regional development planning through improving the collection, analysis, management and dissemination of vital regional information. Capacity building of the main department, at the time, the physical planning and statistics department of the bureau was sought as the most vital instrument to strengthening regional development planning. In 2000, the overall programme framework was designed and defined. However, due to inconveniences from the Italian side the project lagged behind until the request for updating the 2000 project framework. However, between the 1998 and 2000 the Oromia regional state has taken major institutional reforms, which also affected the former structure of the BoPED. BoPED in 2003 was merged with the then Bureau of Finance and the former departments have been transformed into different structure with more or less different responsibilities. In line with this reform, the joint team of the Italian cooperation and the BOFED redesigned the programme in 2003.

However, with still some unclear reasons from the Italian cooperation the programme has remained none functional. Yet the agreement was signed between the two parties in 2006. According to this agreement, the programme will have a three year period and terminate by the end of 2008 after capacitating the regional center for data collection, analysis and dissemination of the BOFED at regional level, three zonal finance and economic development offices and nine WOFEDs. Still for various reasons the programme was not started until the second half 2009¹⁴.

The main objective of the programme was to strengthen the information flow, management and utilization as well as planning capacities of BOFED. The programme will devote much of the first and second year on awareness creation, procurement, training, survey of available data and analysis and capacity building at regional and zonal Finance and Economic Development Bureaus and Offices. The project envisaged incremental and phased capacity building. In the first year, and throughout the three year period, the project will devote in capacity building of the regional bureau through intensive training, international technical supports, procurement of modern information and communication technologies and other necessary logistics. In the second year, the project will start capacitating the zonal office through training on information management, planning, monitoring and evaluation as well as production of various technical modules. In the third year, the project will extend its capacity building activities to nine pilot weredas (in three pilot zones, whose list is unknown as yet)¹⁵. The capacity building activities for the weredas include training in planning, data collection and management, monitoring and evaluation. Much of the capacity building at this level is limited to provision of modules and short-

¹⁴ The consultant could not single out the agreement signed between the two parties. As a result, the stated information is based on the discussion made with the Key informant of the center for data preparation, analysis and dissemination of the bureau.

¹⁵ According to the updated document of 2003, the zones include Arsi, Jima and one of the three former Shewa zones. Three weredas will be selected from each for piloting.

term workshops, awareness creation etc. In addition, the project envisaged to capacitate the bureau with transport facilities (five vehicles for project management unit).

The total project cost was also estimated at 2.1 million Euro of which about 1.95 million was proposed from the Italian and the remaining from the Oromia regional governments. Of the total cost of the project, local and external training accounted for about 8.5 percent (all for the staff of the bureau), equipment and vehicles about 14.6 percent, expatriate technical assistance one third of the total cost, and services about 18.5 percent.

Table 8: Estimated Three Years Project Cost for SRDPO (Euro)

Cost items	Total cost	Source of Fund			% distribution
		Italian Grant channel 2	Italian grant channel 3	Oromia regional government	
Personnel	723264	335130	369000	19134	34.4
Expatriate	653880	284880	369000	-	31.1
Local human resources	69384	50250		19134	3.3
Long term Ethiopian consultants	163340	133640	29700	-	7.8
Services (to be hired)	388663	388663	-	-	18.5
Workshops	17813	17813	-	-	0.8
Local training modules	9296	9296	-	-	0.4
Training pardiem (weredas, zone)	1680	1680	-	-	0.1
Equipment	210955	210955	-	-	10.0
Vehicles and spare parts	94600	94600	-	-	4.5
Custom duties and taxes	132950		-	132950	6.3
Running costs	96040	96040	-	-	4.6
furniture	4000	4000	-	-	0.2
Sub total	1842601	1284017	406500	152084	87.7
General expense (international agency)	140881	140881	-	-	6.7
Sponsorships (post graduate studies)	2830	2830	-	-	0.1
Funds for DGCS	115500		115500	-	5.5
Total	2101811	1427727	522000	152084	100.0

Source: Ethio-Italian Joint Programme. Strengthening Regional Development Planning in Oromia Region-Ethiopia. October 2003. Updating Mission team.

According to the document (SRDPO, 2003), most of the benefits from this program will go to the center of information management and dissemination of the Bureau and in some local trainings the former budget and economic development team. Weredas remain pumping the data upwards to the bureau to develop the database until they will be provided with the technical modules prepared at the bureau level in year three. By the end of the project period, the weredas will also be provided with personal computers (entry level) and printers. The zones also enjoy the provision of computers and printers in year two in addition to the technical modules. The overall goal of this project is to capacitate the regional bureau with all available technologies and gadgets than those who currently suffer from lack of transport and communication technologies, skills and experience, budget and in general capacity in planning, budgeting, monitoring and evaluation and information management. Furthermore, weredas are also advised to use capacities and experiences of other programmes in addition to the modules provided by the programme.

Technical, managerial and administrative problems are still significant. The technical proposal prepared in year 2003 was not updated and agreement was not signed since 2006. The project

was not started however until the mid of 2009. Some procurement has been made recently and other technical support tasks are also underway. In general, however, the programme is not in line with the critical capacity limitations, the demands of decentralization and capacity building. In the regional bureau, every technical expert has an adequate access to internet, computers, and other facilities to execute current responsibilities. At wereda level however, access to computer is 111, motorcycle to staff ratio is 1:50, 100% of them have no internet connection, operating cost is below 70 birr per staff, 100% of them have no vehicle. However, they mobilize almost over 80 percent of the total annual budget of the regional government and responsible for allocation of available resources among the 30 wereda institutions mandated to undertake all rural and urban development activities, expansion of water supply, education, health and other service sectors relevant for the majority of the population. They are also mandated for development planning, monitoring and evaluation, budgeting and information management. Their human resource capacity is also limited in number, skill, experience, training, technical support, and access to all sort of logistics. They still able to feed various socio-economic data for the regional Bureau, eventhough their capacity is extremely limited. It is also clear that planning is not only a matter of data. Capacity building on information management definitely improves planning, but above all utilization of available data is critical in the face of critical capacity limitations at source. It is also important to balance the viability of capacitating end user data processor and the data sources at grassroots levels. Capacitating the data sources is more viable strategy to acquire reliable, consistent, up-to-date and adequate data than an institution who process secondary data from the weak institutions. Therefore, information management should be seen as a system rather singling out parts of the whole system. With its implementation according to the proposals of 2003, the project will have an outcome of an image of malnourished child with a big head and slim limbs.

6.2.2. Public Sector Capacity Building Programme (PSCAP)

The PSCAP is one of the public sector capacity building programmes undertaken in the region since 2004. It is a capacity building programme of the government of Ethiopia, aimed at building capacity of key public sector/services at the national and sub regional level. The programme was launched in 2005 and will terminate by July 2010 (World bank, 2004). The second phase, according to the information of key informants will start soon. The programme focuses on large-scale trainings of human resources, provision of goods and services, culminating into ensuring good governance, personnel and public financial management and information and communication technologies. Since its implementation, a number of short-term trainings, workshops and other human resources capacity building activities as well as capacitating the local level government hierarchies in materials and logistics were accomplished.

The public sector capacity building (PSCAP) and the national capacity building strategy include civil service reform, district level decentralized service delivery, information and communication technology, justice system reform, tax system reform and urban management. The major components on the other hand are:

- (i) Strengthening the capacity of CSR coordinating structures.
- (ii) Improving governance of financial resource management.
- (iii) Improving governance of human resource management.
- (iv) Improving performance and public service delivery.
- (v) Improving accountability and transparency.
- (vi) Strengthening top management systems.
- (vii) Building the policy and institutional governance capacity (www.worldbank.org)

These PSCAP components in general and that of the CRS in particular believed to bring significant change in the institutional and organizational structure and behavior of all institutions from the wereda to the federal level. The main objectives are

- to ensure enabling environment for civil servants,
- to remove restrictive legislations governing financial and human resources management and control within the civil service,
- build capacity of top civil service officials and managers to manage and implement policies and programs efficiently,
- to enhance ability of the civil service system to attract, retain qualified staff and motivate existing staff, and
- to restructure the roles and organizational arrangements of civil service institutions for effective service delivery, ensuring accountability and efficiency.

The implementation agencies of the PSCAP are also identified as key federal, regional and local civil service institutions and their CSR units, the Ministry of Capacity Building, CSRP office, MOFED, FSCP, and regional capacity building bureaus.

In the last five years, a number of activities have been undertaken to enhance the goals of civil service reform and capacity building programmes. Some of its achievements were

- new and improved legislations, policies and directives, manuals and procedures,
- training of the civil service servants on new and improved legislations,
- improved delivery of services, capacity building of many zonal and wereda local government offices,
- introduction of new financial management and control systems,
- training in various planning, monitoring and evaluation, expenditure regulations and other areas relevant to capacity building and civil service reform program

Most of the weredas believed to benefit from the PSCAP in the last five years particularly in the civil service reform, decentralized district level service delivery and expenditure management. Most of the finance and economic development institutions were benefited from training and capacity building activities of expenditure management and control sub component of PSCAP. While the kebele level local governments believed benefited from good governance packages, improved service delivery and a number of training and workshop sessions. Some of the WOFED structures particularly those in expenditure management, auditing, procurement, general services and administrations were also benefited from material capacity building and training on various disciplines relevant to effectively execute their duties. The data on the degree of achievement of this program and feedback of the overall PSCAP performances is however inadequate. The reality is however, despite its achievements in many areas, wereda institutions still function below expectations. Shortage of skilled manpower, critical shortage of budgets, communication and information technologies still lingering management efficiencies of almost all weredas in the region. Inefficiencies are significant mainly due to critical shortage of budget, transport and communication services. The skill and experience of most of the civil servants at wereda level is inadequate. Training is inadequate and feedback in most areas is discouraging. Staff turnover is significant despite the recommendation of the PSCAP/CSR to improve motivation and to create enabling environment to attract and retain employees. Financial management also expected improving compared to the pre-reform periods. Yet this achievement must be weighed against the reality that weredas have inadequate development fund to manage. Over 88 percent of the

budget flow to the weredas is for salaries. Operating and capital budgets accounted for less than 10 percent of the total budget.

However, overall budget allocated for the major components of PSCAP implemented in the region between 2004-2008 was about 592.7 million birr of which about 187.5 million birr was for CSR, 112.4 million birr for ICT, 110.1 million for PSP. The district level decentralized service delivery on the other hand accounted for 7.9 million birr (1.3% of total budget). The allocation of budget also increased annually by 33 percent from 187.5 million in 2004 to 592.7 million in 2008. The number of programmes implemented in the region also increased from year to year as indicated in table below.

Eventhough the amount of budget and the number of PSCAP programmes implemented in the last five years was increasing the overall financial performance is however below half of the total budget allocated for the period. The table shows, the overall budget utilized by the eight sub components was only 44.3 percent. Components with the highest proportion of financial allocation in the last five years such as CSR performed on average 60 percent of their total allocations. The proportion for DLDP, JSR and TSR subcomponent was only 21, 51 and 54 percent respectively.

The major reason was the low level of budget utilization and delayance of settling accounts by implementing organizations for further flow of programme fund to the region. According to the available information on PSCAP, of the total budget allocated for the period of five years only 46.2 percent (274 million birr was transferred to the region). Compared to the total transferred to the region in the last five years, the overall budget utilization rises to about 74.3 percent.

Table 9: Total Budget Allocated for PSCAP by Component 2004-2008 ('000 Birr)

EFY	COMPONENTS OF PSCAP									%
	CSR	JSR	TSR	URM	ICT	DLDP	PSP	ECM	TOTAL	
2004										
Allocated	23769.2	2420.0	12261.4	5565.9	34180.0	0.0	0.0	0.0	78196.5	3.2
Utilized	4528.5	2223.0	4101.2	545.4	0.0	0.0	0.0	0.0	11398.1	4.3
%	19.1	91.9	33.4	9.8	0.0				14.6	
2005										
Allocated	56859.3	5162.4	18175.8	16777.8	15338.5	3532.6	18926.4	0.0	134772.8	22.7
Utilized	32836.4	1820.1	3427.2	1340.0	0.0	265.5	5633.2	0.0	45322.4	7.3
%	57.8	35.3	18.9	8.0	0.0	7.5	29.8		33.6	
2006										
Allocated	51811.2	5961.5	12174.8	4626.5	8465.9	569.4	9914.7	0.0	93524.0	15.8
Utilized	48020.1	1182.6	8110.3	2310.1	2839.3	255.9	9394.2	0.0	72112.4	27.5
%	92.7	19.8	66.6	49.9	33.5	44.9	94.7		77.1	
2007										
Allocated	33907.0	18594.2	11137.2	4829.5	15953.6	1596.7	30326.3	1482.2	117826.7	19.9
Utilized	22641.3	8836.8	4857.2	1455.0	1597.2	811.8	17136.9	478.8	57815.1	22.0
%	66.8	47.5	43.6	30.1	10.0	50.8	56.5	32.3	49.1	
2008										
Allocated	21123.8	8875.2	23577.9	21374.6	38486.7	2248.5	50900.1	1758.5	168345.4	28.4
Utilized	4395.8	6852.0	20839.6	2597.5	18150.2	309.3	21780.4	988.7	75913.5	8.9
%	20.8	77.2	88.4	12.2	47.2	13.8	42.8	56.2	45.1	
2004-2008										
Allocated	187470.5	41013.3	77327.1	53174.2	112424.8	7947.2	110067.5	3240.7	592665.3	100.0
Utilized	112422.2	20914.5	41335.5	8248.0	22586.7	1642.5	53944.6	1467.5	262561.5	44.3
%	60.0	51.0	53.5	15.5	20.1	20.7	49.0	45.3	44.3	
%Share										
Allocated	31.6	6.9	13.0	9.0	19.0	1.3	18.6	0.5	100.0	
Utilized	42.8	8.0	15.7	3.1	8.6	0.6	20.5	0.6	100.0	

Source: BoFED, accounts division, Oct. 2009.

In addition, of the total allocated budget in the same period about two third was for local and external training of staff assigned at different levels. The purchase of equipment and office supplies, which are critical capacity gaps in the weredas, accounted for about 21.2 percent and consultancy fees about 11.4 percent of the total allocated budget for phase I of PSCAP. The actual distribution of transferred budget among the expenditure items is somewhat different from the total allocated budgets in the same period. Almost 89 percent of the total budget utilized was for local and external training, 5.5 percent for purchase of equipment and office supplies, and slightly above 5.4 percent was allocated for printing and consultancy services. The remaining less than half a percent of the total utilized budget was for other numerous expenditure categories.

Furthermore, the utilization rate of the total budget allocated for the period, in terms of specific expenditure items, was 61.7 percent for local and external training, 11.5 percent for purchase of equipment and office supplies, and 16.6 percent for consultancy services, 81.5 percent for wages and allowances for contract workers. The details could be referred from Table 10 below.

The data on the proportion of the budget invested in the sub regional level government institutions is not available. Information from the key staff indicated that the PSCAP fund is managed centrally by BOFED. There is inadequate modality to finance the wereda institutions directly in accordance with critical gap and local conditions. The weredas therefore benefited through their line bureaus at the regional level and its effectiveness and efficiency depends on the capacity of the line bureaus.

Table 10: Total Budget Allocated and Utilized by PSCAP, Oromia Region by Expenditure Items ('000 Birr)

Expenditure	2004		2005		2006		2007		2008	
	Budget	Utilized	Budget	Utilized	Budget	Utilized	Budget	Utilized	Budget	Utilized
Wage to contract staff	47.6	11.0	114.1	66.0	119.5	117.2	206.4	178.2	186.7	186.3
Allowance	2.4	-	7.2	-	7.4	4.8	27.6	19.2	18.2	18.0
Office supplies	282.8	-	28.0	-	-	-	191.9	11.3	173.2	0.0
Printing	1619.9	1315.1	32.4	6.8	-	-	6289.2	572.0	4320.2	1053.7
Purchase of books	-	-	-	-	-	-	2437.5	25.2	-	-
Fuel& lubricants	698.0	-	-	-	8.0	-	122.0	6.0	625.2	0.0
Purchase of items	-	-	-	-	-	-	-	-	126.3	-
Per diem	304.1	11.2	-	-	8.0	-	492.6	19.8	669.0	-
Transport fees	156.9	1.2	61.8	-	-	-	154.8	-	-	-
Official entertainment	-	-	-	-	-	-	12.5	2.4	-	-
Maintenance of machinery	-	-	18.0	-	18.0	-	0.0	0.0	-	-
Contracted P.F	10430.3	1715.4	10435.8	-	10126.8	2448.4	10682.9	1540.4	25977.0	5530.1
Advertising	200.0	6.8	-	-	27.4	24.5	340.0	37.6	303.1	88.4
Freight	-	-	-	-	-	-	10.0	4.8	202.0	-
Telephone .Charges	1.5	-	-	-	6.6	-	10.0	-	30.3	-
Local Training	28142.4	8068.2	86157.1	45102.7	79171.9	68794.8	77572.0	53989.9	94484.8	56009.8
External Training	-	-	4995.0	-	2948.4	702.0	1817.4	202.7	2377.6	186.5
Purchase of equipment	34654.5	269.3	32923.4	147.0	1100.0	20.7	17459.9	1205.7	38851.8	12840.7
Constr .supervision	1656.2	-	-	-	-	-	-	-	-	-
TOTAL	78196.5	11398.1	134772.8	45322.4	93542.0	72112.4	117826.7	57815.1	168345.4	75913.5

Source: BoFED, accounts Division. Oct 2009.

6.2.3. JICA Support to Education Sector

JICA project in education sector such as ManaBu and improving access to quality primary education by community participation are other programs with the capacity building objectives. The ManaBu project aimed at building capacities of education sector through teachers training, developing training, planning, monitoring and evaluation guidelines, research and studies. Up to now, the project has made significant contribution to the capacity development of a number of schools. The improving Access to Quality Primary Education, on the other hand aimed at expanding education of teachers, revising curricula and text books, developing capacity of local education officials and raise quality of education through improving school management. It also aimed at building the monitoring capacities of the wereda education offices and CRC heads and supervisors. Eventhough the data on the performance of this project is inadequate a number of schools and wereda education offices were benefited from the capacity building activities such as computers, teachers training, guidelines and other important components of the project. The project will cover the period between 2008/9 to 2012.

7. HUMAN RESOURCES, LOGISTICS AND FACILITIES

In the last five years, many efforts have been made to staff the wereda and zonal Finance and Economic Development Offices. Significant number of semi-skilled and skilled manpower have been assigned for different positions particularly for the four functions of the planning. In addition to efforts made to improve planning, budgeting, monitoring and evaluation, a lot of capacity building activities have been undertaken in almost all weredas. Most of the weredas have a minimum number of staff and facilities at least to accomplish their duties and responsibilities.

With the decentralization of planning functions to weredas and kebeles, the regional BOFED has also conducted a BPR study to determine the number of manpower, and type and quantity of logistics and facilities necessary for each level. According to this study, the kebele level institution will have one planning and data worker equipped with office, motor cycles, telephone connections, adequate stationeries and office materials, calculating machines and other necessary equipment. At wereda level, the study recommended nine professional staff for planning, budgeting, monitoring and evaluation as well as information management. At this level, each staff have adequate office furniture and materials, computer, internet and e-mail services, printers and access to common pool transport vehicles and motorbikes, fax and other communication facilities. The Zonal level is also expected to enjoy the same level of access to enabling facilities with nine professional staff for the four functions of planning.

Since there was incremental capacity building at wereda and zonal level consistent with the availability of fund and priority put upon human resources development, fulfilling adequate and necessary logistics. However, the current situation is not to expectations and as a result a number of weredas lack skilled manpower and most of them have no transport facilities, adequate computers and accessories and inadequate access to modern communication and information technologies. This chapter deals in brief the current manpower and logistic supply available at kebele, wereda and zonal level focusing on the four functions of planning.

7.1. Human Resources

The data on human resources from the wereda to the regional level Finance and Economic Development Offices and Bureau is inadequate. However the available data for 2000 EFY indicated that, the total number of technical and support staff serving in the planning institutions was about 11557. Of the total manpower, about 91.3 percent were serving in the WOFED, 7.3 percent in the ZOFEDs and the remaining 1.5 percent were serving in the Bureau. In addition, of the total human resources, about 0.3 percent has second degree (MA/MSc graduates), 18.2 percent were first degree, 30 percent were diploma and technical diploma graduates and the rest were graduates of vocational and technical schools and high schools. Of the total second and first degree graduates about four were serving in the bureau and 85 percent in Wereda offices. Similarly, of the total diploma graduates the share of the WOFED was about 93 percent at the ratio of one degree to two diploma graduates. Furthermore of the total human resources over two third were males.

Eventhough the data is inadequate; the majority of the wereda level staff were graduates of management, business management, information technology, agriculture, accounting and other related subjects. The majority of the professional staff relevant for planning such as development studies, economists, agricultural economists, engineers and other related professions were working either in the BOFED or ZOFED. The following table shows the number of existing manpower at different levels

Table 11: Number of Manpower at Different Level by Education and Sex, July 2000 EC

Educational level	kebele	WOFED	ZOFED	BOFED	Total	Percent (%)
MA/MSc		7	9	15	31	0.3
BA/BSc		1801	235	66	2102	18.2
Diploma		3148	229	35	3412	29.5
Technical diploma		506	15	10	531	4.6
10+2		1935	135	9	2079	18.0
10+1		2401	170		2571	22.2
12 and below		750	45	36	831	7.2
Total		10548	838	171	11557	100.0
Male		7211	546	105	7862	68.0
Female		3337	292	66	3695	32.0
Total		10548	838	171	11557	100.0
Ratio (degree: diploma)		2.0	1.0	0.6	1.8	
Ratio (diploma+:others)		1.1	1.4	2.8	1.1	
Percent		91.3	7.3	1.5	100.0	
mean No. of manpower		35.16	49.29	171	36.3	

Source: BOFED, 2009.

7.1.1. Planning and Budgeting

The main function of the plan and budget core process is the overall social and economic planning and budget allocation consistent with the wereda expenditure and sectoral investment plans. The team at wereda level is also mandated for the monitoring and evaluation, planning and follow up the performance of bilateral and multilateral programs, NGOs and other development programs undertaken in the respective weredas. At the bureau level, the planning and budgeting function is separated from monitoring and evaluation and information management. However, at wereda and zonal level all the four functions of planning are merged to form one unified team with a number of responsibilities.

The team at wereda level is answerable to the head of the office and further divided its tasks into three main functions. The monitoring and evaluation, information management and the planning and budgeting case teams. The overall technical manpower requirement of the PME team at wereda level, according to the BPR of the Bureau is about nine staff all of whom should be first or second degree graduates in business management, accounting, management, economics and other relevant disciplines. The BPR recommendation also stated the experience of the staff to be one or more years. The data for this function at wereda level is inadequate and only some of few observed weredas have functional classification of the manpower. However, the general understanding is that in almost all weredas the majority are diploma graduates with inadequate technical experience and educational background and some irrelevant to the requirements of planning and budgeting. The number of degree graduates in WOFED is on average six, which was almost half of the zone and a quarter of the technical manpower in the Bureau assigned for this task. This is consistent with the number of planning and budgeting manpower assigned for this task in the observed weredas. Due to shortage of manpower, some weredas even unable to

assign the team of PME in accordance with the BPR recommendations. As a result, most of the staff, which should be assigned for the M&E and information management, is serving as a multi-purpose staff at wereda offices. In the observed weredas, for example the available manpower for planning and budgeting is only half of the required number relevant for execution of the wereda plan and budgeting activities regardless of their educational level and background.

The recommended number of planning and budgeting staff in the four major offices is also about two per office at wereda level (excluding the water resources office with no manpower for this activity). In the 13 observed wereda sector offices, only 55.1 percent of the required number of manpower is available to serve as a planning, monitoring and evaluation experts. Like for WOFED, most of the manpower resources assigned on PME activities have few experience in planning, budgeting, supervision and monitoring. Some offices delegate irrelevant staff to serve on this position. The majority (except in some education sector offices) are diploma graduates with few years of practical experience.

7.1.2. Monitoring and Evaluation

The monitoring and evaluation, at the bureau level, is a separate core process while at the zonal and wereda level it is merged with the PME team with expected number of three staff graduated in economics, sociology, management, accounting and geography.

This team is also accountable and answerable to the PME process owner unlike at the bureau level where the team is directly answerable to the Bureau head. Like at the regional level however, the team has two case teams for evaluation of social and economic sectors eventhough such classification found to be unsuccessful due to shortage of budget, logistics and skilled manpower. Currently on average, the number of staff assigned for monitoring and evaluation at wereda and zonal finance and economic development offices is only 59 and 61.1 percent of the total requirements. Some observed weredas have no monitoring and evaluation team and most of them have one staff member. Furthermore, the team also suffers from poor technical composition, educational background, skill and experience in monitoring and evaluation. Technical support and training of other institutions in project cycle management and participatory monitoring and evaluation, as a result, is inadequate and in most weredas not available.

7.1.3. Information Management

The number of manpower for information management at zone and wereda offices, according to the BPR recommendation is two at wereda and three at zonal offices. The education background is also proposed to be all first degree graduates of statistics, economics, geography, sociology and other relevant disciplines with good experience. Eventhough efforts were made to staff the information management section at both levels most of the wereda and zonal level offices have inadequate skilled manpower. Most of them have no manpower at all and almost all the information management tasks are accomplished by a group of staff of PME. Most of the weredas could not fill the vacant positions due to shortage of budget.

The information from the 13 sample weredas indicated that only 31 percent of the manpower requirement of the information management team is fulfilled. At zonal level, the proportion of available manpower for the task is only 40 percent of the requirement. Like in other planning functions, most of the staff of information management is diploma graduates which most of them have inadequate skill, experience and appropriate educational background.

Except for education offices at wereda and zonal level other sector offices have no staff for information management activities. The requirements for information management for education office are one person trained and graduated in statistics and should have a bachelor degree. The health office has also a structure for information management, which is also one person. For agriculture and rural development as well as water resource office there is no structural recommendation at all. Those who have structural considerations for information management only few of them have fulfilled their requirements.

Table 12: Gaps in Staff Available at WOFED and ZOFED on the Four Function of Planning

Level	M&E		Planning and Budgeting		Information Management		Total	
	current	% existing	current	% existing	current	%existing	current	%gap
WOFED								
Gedeb Asasa	3	100.0	3	50.0	0	0.0	6	54.5
Shashamane	1	33.3	3	50.0	1	50.0	5	45.5
Arsi Negele	1	33.3	3	50.0	1	50.0	5	45.5
Adami Tullu Jido								
Kombolcha	1	33.3	6	100.0	1	50.0	8	72.7
Lume	2	66.7	6	100.0	1	50.0	9	81.8
Fentale	1	33.3	5	83.3	1	50.0	7	63.6
Tulo	2	66.7	3	50.0	1	50.0	6	54.5
Habro	3	100.0	0	0.0	0	0.0	3	27.3
Sibu Sire	3	100.0	3	50.0	1	50.0	7	63.6
Guto Gida	1	33.3	5	83.3	1	50.0	7	63.6
Jima Arjo	3	100.0	1	16.7	0	0.0	4	36.4
Kersa	1	33.3	3	50.0	0	0.0	4	36.4
Goma	1	33.3	2	33.3	0	0.0	3	27.3
Total	23	59.0	43	55.1	8	30.8	74	51.7
ZOFED								
West Arsi	3	100.0	6	100.0	2	66.7	11	100.0
West Hararge	2	66.7	3	50.0		0.0	5	55.6
East Shewa	NA	NA	NA	NA	NA	NA	NA	NA
East Wellega	2	66.7	6	100.0	2	66.7	10	90.9
Jimma	3	100.0	3	50.0	2	66.7	8	72.7
Total	10	66.7	18	60.0	6	40.0	34	66.7
Grand Total	33	61.1	61	56.5	14	34.1	108	55.7

Source: Sample Weredas and Zones, 2009.

In general, the number of manpower currently serving in the four pillars of planning is inadequate in almost all zones and weredas. Eventhough all functions are deficient of relevant staff number and technical composition the information management section of every wereda and zonal level offices suffer more from critical gap. In sector wereda and zonal offices, there is no structure for information management and other components of planning. Available manpower in these offices is below one third of the requirements. Most of the weredas have no manpower at all for the four activities.

Besides critical shortage of manpower regardless of the education and experience requirements, the weredas also faced critical staff turnover especial those who attained better educational level

and experience. There is also significant staff turnover in sector offices particularly education, health and agriculture and rural development offices.

The major causes of staff turnover according to the weredas and zones are unattractive salary, poor working environment, workloads, poor access to services, lack of incentives and promotions and above all opportunities for employment outside the government institutions.

Both the planning and sector offices at wereda and zonal level have no staff training programs to improve the skills and experience of their staff. Short-term training and refreshment workshops are also inadequate. The lack of regular training, incentives and staff development and retention schemes are the major disincentives in addition to the low income and the poor purchasing power of current salary scales.

7.2. Logistics and Facilities

To improve the efficiency, linkages and create good working environment, the BPR study of the Bureau of Finance and Economic Development has worked out a detail needs for the capacity building (in terms of logistic and facilities) for all level of planning structure and staff. According to this study, the following logistics and facilities will be available at all levels (BoFED, 2008b).

Table 13: Logistics and Facilities Requirement for All Levels of Planning and Financing Institution

No	Items	Levels			
		Region	Zone	Wereda/town	Kebele
1	Computers, calculators, furniture, shelf	For each expert	For each expert	For each staff	none
2	printers	For all teams and versions	For both teams one each	One each for both teams	none
3	Network (LAN/WAN)	yes	yes	yes	none
4	Telephone lines	For all versions	For both teams	For both teams	yes
5	Fax	For all versions	yes	yes	none
6	Internet access	For all workers	For all workers	For all workers	None
7	Vehicles	3 per 2 core teams	yes	yes	none
8	Motor cycles	none	yes	yes	yes
9	Common Documentation	yes	yes	yes	None
10	Office space	yes	yes	yes	yes
11	Type writer	no	no	no	yes
12	Furniture	yes	yes	yes	yes
13	stationeries	yes	yes	yes	yes

Source: BPR manual, Sept 2009. BoFED. Various pages (translation)

As indicated in table above the requirements for transportation, communication, office material and furniture is very high and needs incremental capacity building at all levels. Prioritization is also important to capacitate the most critical level of institutions such as weredas. Current budget constraint at wereda level is the major problem to fulfill the necessary logistics for all weredas. The majority have inadequate office and stationeries, no transport facilities at all. In this regard, it seems important to consider separate program to capacitate the wereda finance and economic development offices, as there is little hope for the weredas to build their own capacities.

The four observed ZOFEDs have only four vehicles all in bad condition to monitor and support over 70 weredas and a number of kebeles. The weredas have neither vehicles nor motor bikes to fulfill the many hopes of technical support, information management, monitoring and evaluation

and participatory development planning. The available information from the sample weredas shows that the ratio of staff to motor cycles is about 50. Most of these motor cycles served for many years and their operating and maintenance cost is extremely high in face the critical shortage of operating budgets in the weredas. Computers are also inadequate and within the ratio of one computer per 11 staff members. There are no separate computers and accessories for independent teams. Information management, monitoring and evaluation services, which have many responsibilities for the overall development activities and collection of data have no separate computers. The budgeting section of both ZOFED and WOFED also suffer from lack of computers whose activities demand safety and care for files concerned with finances. Internet facilities are available to the ZOFED eventhough its utilization is limited to few staff members. Where internet service is available, it is not networked to improve access for as many workers as possible. None of the weredas on the other hand reported having internet and fax services. In addition, almost all wereda offices have inadequate office space, furniture and stationeries. The following table shows the gap in various logistic supplies.

Table 14: Gaps in Logistic Supply

Wereda	vehicle	Motor cycles	Desktop computers	printers	fax	internet	telephone	office	furniture
Gedeb Asasa	-	1	3	3	-	-	3	Inadq	Inadq
Shashamane	-	1	3	3	-	-	3	Inadq	Inadq
Arsi Negelle	-	-	2	1	-	-	2	Inadq	
A.T. J. kombolcha	-	2	8	8	1	-	3	Adeq	Inadq
Lume	-	-	3	1	-	-	3	Inadq	Inadq
Fentale	-	1	3	3	-	-	3	Inadq	Inadq
Tullo	-	-	2	2	-	-	3	Adeq	Inadq
Habro	-	-	1	1	-	-	2	Adeq	Indq
Sibu Sire	-	-	3	1	-	-	3	Inad	Inadq
Guto Gida	-	1	4	3	-	-	4	Inadq	Adq
Jima Arjo	-	1	2	2	-	-	2	Inadq	Adq
Kersa	-	2	8	4	-	-	3	Inadq	Adq
Goma		1	2	2	-	-	3	Inadq	Inadq
Ratio (staff:item)		50	11	15	497		13		
Zones									
West Arsi	1	-	6	5	1	1	6	Inadq	Adq
West Hararge	1	2	7	4	1	1	6	Inadq	Adq
East Wellega	3	2	9	9	2	1	6	Inadq	Adq
Jima	1	1	12	8	1	1	6	inad	adq
Ratio (staff: item)	36	43	6	8	43	54	9		
Total ratio (staff: Item)	119	47	9	12	119	178	12		

Source: Sample Weredas and zones, 2009.

8. STRATEGIES FOR STRENGTHENING MULTI-SECTORAL DEVELOPMENT PLANNING

Since the decentralization of fiscal assignments to the weredas in 2003, a number of policy and strategic measures have been taken place to empower the weredas through capacity building, training and equipping with modern information technologies, various reform actions and building wereda institutions with various functions and objectives. Following the decentralization, kebeles have also got almost autonomous status with similar duties and responsibilities as well as decision making power. The fiscal decentralization also enables the weredas to plan their development activities unlike the pre civil service reform periods. To achieve these goals, further reforms have been made in revenue assignment that enables the weredas to manage their revenues, seek for additional and alternative revenue base and finance their expenditure needs. The decentralization also preceded by grant allocations of the regions for development activities to weredas in the form of block grants which also gave opportunities for the weredas to allocate the fund for their priority sectors and other expenditure needs. In addition to fiscal assignments and strategies taken into action in the last five years, the weredas also granted the mandate to manage economic and social sectors such as agriculture and rural development, water supply and small-scale irrigation, health, education and rural roads. The right to financing, developing, maintaining and ensuring the proper utilization of the services and sectors therefore vested to the weredas.

Cognizant with the needs and consequences of such dramatic decentralization the regional government also took additional measure to capacitate the wereda institutions through public sector capacity building and other regular programs. A number of institutions were established with high demand for scarce financial resources, adequate skilled and experienced manpower, logistics, office infrastructure, transportation, communication and other technologies necessary for the proper functioning of the government institutions at wereda level.

Despite significant effort made during those periods, weredas still struggle with scanty financial resources and most of them function under capacity. A number of the government institutions lack skilled manpower. The majority of the health infrastructure lack trained manpower and provide less than optimal health services. Schools are devoid of trained and qualified teachers particularly at high school and technical schools. Almost every eight in ten birr of wereda budget is used to finance salaries of existing staff. Operating budgets for supervision, monitoring and evaluation, studies, technical support and training are less than 10 percent of the total budget. Capital budget is also declining with increasing number of staff and inelastic regional grant and revenue base and rapidly expanding physical infrastructure. A number of wereda sector offices and planning institutions have no transport and communication facilities. Basic office equipment such as computers, printers, fax and other office machines are inadequate and for the majority it is a dream of tomorrow. As a result, the linkages between different hierarchies of government institutions are loose. Delayance and inefficiencies developed through weak institutions impacted negatively on the efficiency of development planning.

It is a common consensus that current achievements of fiscal decentralization to weredas did not bring significant change in the overall performance of the regional government. Capacities are lacking to enhance the pace of decentralization and to adapt weredas to the world of scarcity and pressure. The overall goal of achieving the decentralization objectives can be seen from various social, economic and political perspectives. Achieving development goals need capacities, improving efficiencies in resource allocation and narrowing inequalities and development gaps between geographic areas and livelihoods. It also important to revise current institutional

arrangements and working procedures and modalities to adapt to the real circumstances and problems faced by the weredas. This needs a careful and well thought institutional strategies and policies. Some of the recommendations which seems important to solve current capacity problems are highlighted below

First, the decentralization that has been taking place since 2002 at wereda level need an incremental and periodic capacity building particularly in human resource development. The training programmes have to be planned and considered as a cross cutting issue in regional development planning. These training have to be dependent on practical skill development in various issues related to regional planning. An adequate attention should be given to the sub zonal levels, particularly for those who are involved in planning, monitoring and evaluation, data collection and analysis. Frequent technical support and working relationships and collaboration between the planning institutions and between the sectors at different jurisdiction is important element of capacity and efficiency development,

Second, participatory integrated regional/local development planning is new to most of the government planning institutions. This planning system mostly exercised by NGOs and some projects and programmes funded by multilateral and bilateral donor organizations, on pilot and limited basis. The lessons learnt from these participatory programmes must be applied with caution on incremental and pilot basis. It is also important to design how the participatory planning system can be integrated into the regional macroeconomic annual and medium term planning and policies.

Third, some structures, which seem redundant in connection with planning, budgeting, monitoring and evaluation as well as information management, should be justified to improve the overall planning system in the region, to speed up the information flow from the kebele to the regional level. Linkages between these levels should also be strengthened. Improving access to modern communication and data processing technologies is a necessary condition for decentralized, participatory planning that aim at ensuring sustainable and rapid economic and social development. The fate of the ZOFED and the sector institutions at this level is not clearly defined or justified in view of their role as a channel of information flow with poor capacity for technical support on the one hand and a huge financial investment to maintain the staff and running offices on the other.

Fourth, the number and quality of the staff at sub regional level is inadequate and need staff development strategies. Not only the number and quality but also incentives, and improving the commitment and dedication of staff for incremental institutional capacity development. Strategies that are important to reduce staff turnover, loss of skilled and highly motivated staff is a prerequisite to staff development.

Fifth, equity is the major objective of current planning system. As a result, the planning machinery of the region plays the allocative role and thus must focus on promoting sustainable development. Balancing between the tradeoffs of growth and equity must be seen within the context of potentialities and constraints of the various sub regional areas, the need for fast growth and financing development programs from own resources as well as reducing extreme vulnerabilities and destitution on the other,

Sixth, the planning tasks must transform into adoption of more advanced development indicators that fit into the global and national development goals, than focusing only on outputs and activities. Monitoring and working towards achieving this goal is more sustainable and transparent to measure the planning outcomes of various programmes and their implications on

different parts of the region. This will lead also to new ideas, programmes, strategies and regional development policies.

Seven, the planning system must also depend on studies, research and capacities. Current research teams dwelled on designing and developing output indicators and targets, which are actually the responsibility of the planning team.

Eighth, sectoral planning is most prominent method for most of the last 20 years. Eventhough sectoral planning have no significant deficiencies in promoting rapid growth, they lack rigor to consider inter-regional variations in endowments and constraints, reducing development gaps and inequalities, and to tap physical, human and social resources which are ingredients in sustainable development. There should be consideration for pilot spatial and regional development approaches

Ninth, the overall planning system at regional level focuses on projects and programmes that can be financed by grant allocations (from federal and regional governments), projects funded by multilateral and bilateral donor agencies. Those, which are financed by the weredas' own revenue and block grants as well as community resource mobilization, are not sufficiently incorporated in the regional development plan. This system misses one of the basic principles of regional planning. Thus, planning should consider the whole economy as a sum of all economies and resources of smaller units.

Tenth, the financing of development programs and projects is based on the resources from internal revenues, grants, loans and assistance. The majority of the programmes are currently financed by grant funds allocated from the federal Government. The Budget allocation criteria though improving from year to year still have inefficiencies and need incremental revision with the availability of adequate and reliable information. The projects and programmes implemented at the wereda level have to bring significant positive change to the lives of many, have to increase the revenue base, and must be tied with some conditionality that promote commitment. Balancing between recurrent and capital budget, expanding physical infrastructure and its consequences on financing these basic services is important to reduce inefficiencies in planning and utilization;

Eleventh, the allocation of budget and budget planning must be linked with development indicators and plan targets. Shortage of fund to finance most of the development activities at wereda level, weakens the linkages between physical plans and available budgets. The situation is an area of institutional fatigue and the demoralization of the staff working at grassroots level.

Twelfth, the budget allocated to finance wereda development activities (both block grants and own revenue) is marginally increasing over the last five years relative to the expanding demand, and physical infrastructure. However, the pace of growth of budgets is not in line with the expanding institutions and structures at wereda level. It is unclear that whether all weredas need similar type and number of government institutions or not. Shrinking some of these structures will improve the amount of fund available to finance adequately the most vital institutions. It is also important to reconsider some structures within the wereda sector offices and liquidation of some of the tasks consuming large proportion of wereda budget without much benefit to the community.

Thirteenth, the current budget allocation criteria by weredas and the region must be improved and consistent with local circumstances and priorities. The unit cost approach is based on various indicators derived from health, education, agriculture and rural development, water supply and rural roads. Some of these indicators are irrelevant, for example the ratios of extension agents which serves only the purpose of salary planning. Other indicators are also inefficient and could

not consider the potentials, the need for sustainable development, to solve the most pressing social and economic problems and capacity limitations. Some of the indicators develop unhealthy competition and less viable economic sectors. Agricultural extension services are viable in the highland crop farming areas than in the lowlands. Gross coverage ratios are misleading and do not consider the actual state of provision of services and extent of their internal capacities. They are mere figures derived from the arithmetic of population and standard multiplication factors of physical services. A number of these institutions lack trained and qualified manpower, most of the health facilities have inadequate fund for drug provisions. A number of water supply points are not functioning to the standard while the ratios are increasing from year to year. The data on which the allocation criteria are based also unjustifiable. Most of the data collected from the weredas are growing incrementally from year to year which is at least an indication of some errors. Therefore, it is important to consider well thought and efficient allocation criteria. In addition, at current situation no one wereda can fulfill the demands for skilled manpower. Almost all available budgets to wereda institutions went to financing salaries of existing staff. Unless there is special program for staffing the wereda institutions, it is difficult in short and medium term to fill the vacant positions with trained and experienced manpower.

Fifteenth, the kebele level planning is assumed participatory and should be financed by the community contribution. As a result, most of the kebele level planning is not incorporated in wereda plans and participation has no monetary value. This situation developed into the marginalization of community plans and weakening of community participation. Repeated community participation is also a center of fatigue. Critical consideration for community participation is important for sustainability of participatory development plan, budgeting, monitoring and evaluation,

Sixteenth, inconsistent, unreliable, and untimely as well as shortage of data constrain planning, monitoring and evaluation, budgeting, studies and research. Revitalizing the information management system is still an important prerequisite for all planning methods, whether it is top down or bottom up. The structure and capacities of this function must be improved and should be organized on technical grounds than administrative hierarchies. There also need to broaden the scope of data gathering and analysis methods from secondary and administrative data to more of comprehensive sample and primary data gathering. The linkages between the federal government institutions mandated to collect all data should be improved not only to utilize final outputs but also to access vital primary survey data to process into usable indicators and required level of aggregation. The information should support planning, research and studies. Level of aggregations to smaller units should enable to develop SMART indicators. Modern database system should be established and cover all the smaller administrative and planning units in the region to support decentralization activities and empower institutions active in different spheres of economic and social development.

Seventeenth, the source of information for all planning institutions is sectors, kebeles and households. While current restructuring placed much emphasis on revitalizing the planning institutions in coordinating and processing of data and information, it gave little consideration for sectors and kebeles. Most of the wereda sectors have no meaningful data management system, staff and facilities necessary for management of information. Improving the capacities, organizational structure, assigning adequate and qualified manpower, strengthening linkages between the vertical and horizontal structures is very important to build a modern information management system in the region which have a capacity to feed development planning with reliable, adequate and usable data. The structure envisaged in the BPR document at kebele level must be considered together with the functions of planning, monitoring and evaluation and

budgeting functions. The cost implications of assigning, at current number of kebeles about 6650 data and planning workers should also be weighed against the current critical shortage of budget.

Eighteenth, even though the monitoring and evaluation function is separated from the planning and budgeting tasks, its performance is inadequate. The type of monitoring and evaluation is also conventional methods even though most of the development activities and planning functions are devolved to the wereda and kebele level. Monitoring is also inadequate and focuses on supervision of activities and as a result incomplete. Integration between planning functions and monitoring and evaluation is weak. There is no evaluation at all that identifies the impact and outcome of development planning and programme interventions. Thus, it is necessary to focus on participatory monitoring and evaluation at lower levels, on evaluation rather than only periodical monitoring. Monitoring and evaluation should depend on reliable data, information flow, capacity building and sharing responsibilities.

Nineteenth, the shortage of skilled manpower, weaknesses in skill development and incentives, though critical inefficiency indicators, lack of technical capacities, guidelines and manuals, modules and other efficiency and skill enhancing items constrain even to utilize and motivate the available staff and to improve their efficiency. The development of these tools is important in capacity building and human resources development at sub regional levels.

Twentieth, the capacity at regional level is relatively adequate. However, the sub regional planning institutions have weak capacities. Shortage of skilled manpower, logistics including transport facilities are significant. Some sections of the bureau should also be strengthened. Even though the BPR study have grand plan for capacity building this plan was not transformed into action in sufficient manner. Building the capacities of different levels according to this plan is important to improve planning, budgeting, information flow and management, monitoring and evaluation.

Twenty first, Sector offices are sources of plans and budgets as well as data and information necessary for socio-economic development. The weakness in these sector institutions is reflected in the poor performance of the planning tasks in the regional Finance and Economic Development Bureau and other sub regional structures. Improving the capacities of planning, budgeting, monitoring and evaluation as well as information management tasks is an important component of capacity building.