

# **MASTER'S PROGRAMME IN URBAN MANAGEMENT AND DEVELOPMENT**

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## **The Role of Citizen Advisory Committee in Promoting Public Participation in Decision Making of Adama City**

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*"One of the enduring characteristics of public participation and its evaluation is the absence of obvious answers to even the most basic questions. In fact, researchers, practitioners, and participants give a number of different implicit or explicit answers to the question posed ...: what problem (or problems) is public participation supposed to fix? Different answers to this question lead to different approaches to evaluation." Beierle, 1999*



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*“In the Name of Allah, Most Gracious, Most merciful”*

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## **Lists of Acronyms**

ACC	Adama Chamber of Commerce
ADB	Asian Development Bank
APO	Adama Project Office
CA	City Administration
CAC	Citizen Advisory Committee
CSA	Central Statistics Authority
IAPP	International Association for Public Participation
ICMA	International City/Country Management Association
ICZM	Integrated Coastal Zone Management Centre
NRC	National Research Council
NUPI	National Planning Institute
ODPM	Office of the Deputy Prime Minister
OECD	Organisation for Economic Cooperation and Development
UMP	Urban Management Programme
UNCHS	United Nations Centre for Human Settlements
UDCBO	Urban Development Capacity Building Office
UNDP	United Nations Development Project
UNFPA	United Nations Population Fund

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## Executive Summary

The issue of public participation in decision making has increasingly received due attention. This resulted in evolving of vast literatures that provide different continuum of understanding, ranging from expert-driven perspective to empowerment. It is these perspectives that have influence on conceptual understanding of public participation on one hand and that are complement each other in explaining this complex subject.

These perspectives have evolved different mechanisms that facilitate public participation. They are as many as understanding of the concept itself, ranging from traditional methods to innovative. Citizen Advisory Committee/Board is one of these mechanisms that comprises of citizens and government officials to play a role in representing the interests of the wider public and to serve as a community point of contact. Similarly there has been a growing interest in examining the success of public participation. Despite this growing of interest, there remains a limitation in developing consistent framework for evaluating it.

This gave way for evaluation of public participation to be categorised into process-based, outcome-driven and user-based methods. Of the three methods this study adapted “social goals” which is part of the outcome-driven. The whole mark was to answer the research questions dealing with the extent to which the Citizens Advisory Committee has been effective in promoting public participation in decision making of Adama city? To what extent has the CAC been effective in mobilizing public needs and preferences to incorporate into decision making of the city? To what extent has the CAC been successful in influencing the decisions of the city hall towards the needs and priorities of the citizens?

To investigate these, the data were collected using focus group discussion, semi-structured interviews and survey, and were analysed on the basis of some standard analytical technique like frequency distributions, comparing proportions and qualitative analysis.

In general, when assessed the role of CAC in *educating* both the wider public and its members, increasing *trust* in the municipality, incorporating of *public values* into municipal decision making and *improving decision quality*, it was found that the extent of effectiveness of CAC was very low in achieving these goals. What this implies? The findings imply either the need to dissolve or still reform the CAC. But the former has negative connotation as it can exacerbate the already on pipeline trust between public and the municipality. This study favours the second option and proposes the areas in which CAC can be improved. To this end, it recommends strong and determinant political will, commitment of adequate resources, creation of environment for public awareness and educating CAC, development of mechanism of incorporating public values, and evaluation of the progress regularly.

Finally the study proposes two areas of further research. Accordingly, a component of “social goal” *conflict resolution* and investigation of some of the barriers to public participation in decision making will deserve further research.

## 1. Introduction

Today the involvement of individual and collective voices in decision making is increasingly recognized. The rationale lies, among other things, in the fact that the contribution of public participation to improve decision quality on one hand and the pressure that governments confront with to accommodate different views, needs, interests and preferences of citizens on the other. Different discourses on participation have documented that public participation is important to create more informed public decision making.

Public participation in decision making requires the devotion of both the citizens and public authorities. While the state officials are required to listen to the citizens in order to be responsive to their needs and preferences, the citizens are expected to involve actively so that they can alter what affects their lives. However, not all public decisions have employed similar forms and levels of participation. Some are limited to “tokenism” levels, only either inform or consult while others are concerned with deliberation of decisions.

The level of participation requires different forms of public involvement. There are several mechanisms in which both public agencies and citizens engage in decision making. The mechanisms are ranging from traditional methods to innovative forms of participation, which facilitate the public involvement into decision making. It is widely acknowledged that these forms of participation are different in accordance with historical, political, economic and social context of nations. The way they are understood and interpreted is also vary depending on the similar situations.

When it comes to Ethiopian context, some argue that the public involvement has been limited to the low level of participation while attention is increasingly growing, particularly at local level (UNHABITAT 2002b). After long negligence, the government of Ethiopia has recently embarked on reforming urban centres. Towards this realisation, several steps have been taken at all levels. The first step was the formulation and incorporation of Urban Management Programme in the government’s top six priority areas of the capacity building programme. This time forwards, successive interventions, supported by bilateral and multilateral funds, have been undertaking. Most of the interventions are dealing with capacity building in areas of reforming regulatory frameworks, management tools for deepening decentralisation, institutional restructuring and rehabilitation of infrastructure for “learning by doing” purpose. In the programme public participation is one of the key issues to be dealt with.

Though public participation is not a new phenomenon in Ethiopia, the involvement of public in decision making in urban centres is recently recognized. The base for this is the move towards decentralization and restructuring of urban centres to bring closer to citizens. The primary action towards this was redefining their duties and responsibilities to promote “democratic governance” and service delivery at local level. The municipal legislation stipulates that one of the main aims of cities is promotion of the involvement of citizens in overall activities of their respective cities. The legislation has left opened to cities’ option as to which mechanisms of participation do they employ.

However, in recent years many cities have adapted Citizen Advisory Committee as deliberative instrument of public involvement, following Addis Ababa city which is cited as

the first to adapt the mechanism in Ethiopia. Likewise Adama city has employed this form of participation to promote public participation in its activities and decisions.

With this form of participation the first question that comes into ones mind is whether or not it is effective in achieving what it intends to attain. Here arises the issue of evaluation. The importance of evaluation in this regard can be considered from the point of view of understanding the situation and difficulties to learn from so that the promotion of public participation will further be enhanced.

### **1.1. Problem statement**

Like any cities in Ethiopia, Adama city administration is challenged by fast growing on one hand and several problems like infrastructure networks, unemployment and environmental degradation, deterioration of services, pervasive HIV/AIDS, and corruption. The city officials have propagated that working closely with citizens complements their effort in responding to these challenges. The idea of involving people in what affects their lives is then getting considerable recognition. This can be witnessed by the fact that redefining of its duties and responsibilities, which include promotion of public participation among other things.

Moreover, as it has already been noticed, the city has adapted the mechanism of involving public in its decision makings. It has also been appreciated that this mechanism of participation can bridge the gap between the city administration and citizens through educating and mobilizing citizens, incorporating their preferences and needs, influencing the decision making towards their expectations, and increasing trusts in the city administration. Obviously, the road for achieving these purposes is not smooth. Different studies conducted in many developing countries of Asia, Latin America and Africa have documented very limited success stories. It has also been noted that limitation of the success has been resulted from many influencing factors like power relation, level of citizen organization, participatory skills, political will, level of participation and insufficient financial resources (Gaventa & Valderrama 1999).

This idea initiated the interest of knowing what is happening on the ground in Adama City? Is public participation promising? Or has it remained stand in legislation and becomes no more than appealing philosophy? These are some what basic questions that require undertaking of studies on dynamics of public participation but lacked in Adama context. Despite the establishment of CAC, there has not been systematic evaluation that examined its strengths and potential constraints. It is worthwhile to realize that whether CAC is trapped in those situations as specified in many developing countries' cities from the early beginning or well functioning, the need for evaluation is inevitable. This thesis is then stimulated to fill this gap. It intends to evaluate the effectiveness of CAC in achieving its objectives.

### **1.2. Objectives of the Thesis**

For a long time Ethiopia had been under different autocratic regimes, which didn't allow the involvement of concerned communities in formulation of policies and implementation of plans. It is in the era of the current government that has been recognised that the expert

deliberation alone is not fruitful. Based on this principle Adama city has adapted the CAC as mechanism to involve public in its decision making. But the effectiveness of this mechanism is yet to be evaluated.

The aim of thesis is then to assess the effectiveness of Citizens Advisory Committee (CAC) in promoting public participation in decision making of Adama city administration. The achievement of this general aim is based on the followings specific objectives. These are to:

- Assess the role of CAC in articulating the needs and preferences of public to incorporate into the city's decisions;
- Evaluate the extent to which the CAC has influenced the decision making of the city hall towards the priorities of public needs and preferences;
- Draw recommendations to encourage Citizen Advisory Committee (CAC) and municipal authorities in promoting public participation in decision making.

### **1.3. Research Questions and Assumption**

The following relevant research questions were based on the objectives of the thesis. Hence, the main research question of this thesis was framed as: To what extent has Citizen Advisory Committee been effective in promoting public participation in decision making of the city? In order to answer this overall question, two sub questions have been necessarily posed:

- To what extent has the CAC been effective in mobilizing public needs and preferences to incorporate into decision making of the city?
- To what extent has the CAC been successful in influencing the decisions of the city hall towards the needs and priorities of the public?

The assumption was that Citizen Advisory Committee has been effective to a medium level in promoting public participation in decision making. That is, it has been assumed to fulfil its objectives to some extent in mobilizing the involvement of citizen and incorporating their needs and preferences into decisions of the city.

### **1.4. The Nature and Design of Research**

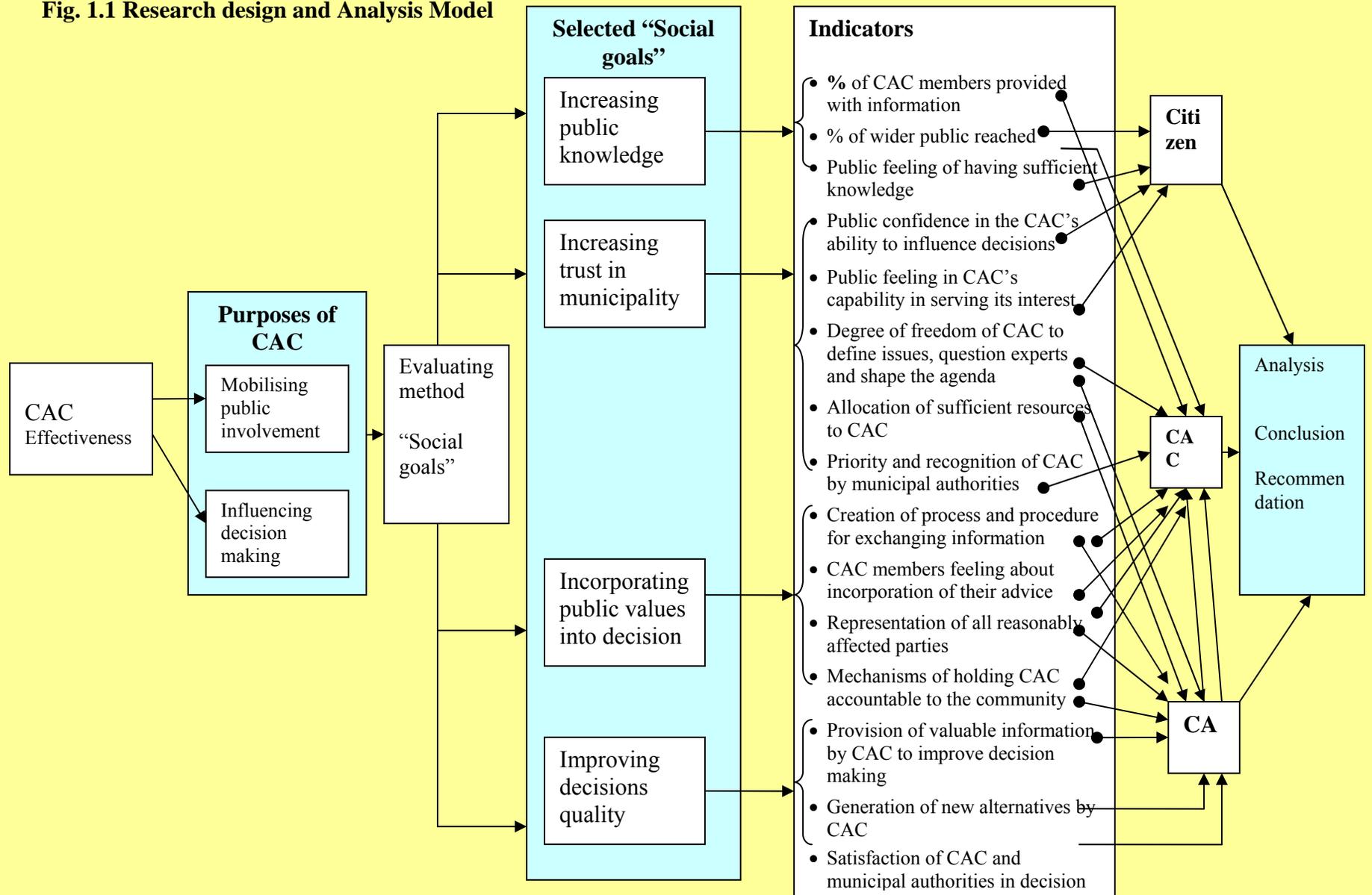
The nature of this evaluation is primarily a “formative evaluation” to provide feedback for the authorities and CAC (see Box 2.5). It tries to measure the effectiveness of Citizen Advisory Committee (CAC), the extent to which it mobilizes the needs and preferences of citizens to incorporate into decisions of the city hall on one hand and the extent to which it influences the decisions towards the needs and preferences of the citizens on the other.

There are the three main variables (mobilising public involvement, influencing decision making and effectiveness of Citizen Advisory Committee in promoting participation in decision making) posed by the research questions. The variables are measured and operationalized using “social goals.” The concept of “social goals” denotes the goals that the public participation ought to be expected to achieve (Beierle 1999). Out of the six “social goals,” to measure the effectiveness of the CAC, four criteria have been adapted.

These are increasing public knowledge, increasing trust in city administration, improving decision quality and incorporating public values. The summation of measurements of the four “social goal” would then be resulted in indicating the extent of *effectiveness of CAC*. The measurement of variables and description of indicators are further discussed in literature review.

When it comes to research design, the following model has been developed. The model helps to guide the research. It describes the relationship between the variables and mechanism how to collect and analyse data.

**Fig. 1.1 Research design and Analysis Model**



The figure shows that effectiveness of CAC is measured against success of its two main objectives, *mobilising public involvement* and *influencing decision making*. To undertake this, evaluation criteria have been adapted from “social goals.” These criteria which are described by the four elements of “social goals” are operationalized and transformed into fifteen indicators as observed in the figure (see box named after “indicators”). The fulfilments of these indicators resulted in the attainment of the four social goals and thereby demonstrate the effectiveness of the CAC. The figure also depicts that the kind of information obtained from CAC, City Administration (CA) and Citizens. The reason for collection of information from the three parties is that these parties have principal stake as CAC is expected to serve as a bridge between authorities and citizens. The figure also indicates that the collected information from each stakeholder is analysed and discussed. And finally conclusion and recommendation is made based on the analysis of information.

Some of the concepts specified in the model need operational definitions. Accordingly, basic concepts are summarized in the following table.

**Table 1.1 Definitions of Concepts**

<b>Concepts</b>	<b>Definition</b>
Effectiveness of CAC	The extent to which CAC has achieved mobilising public involvement and influencing decision making through a set of “social goals”
Social goals	Those goals which public participation ought to be expected to achieve but which transcended the immediate interest of parties involved in a decision
Mobilising public involvement	Creating of forum for citizen to inform, consult, discuss and reach on consensus on relevant issues
Educating public	Providing public with sufficient knowledge to participate in decision making
Incorporate public values into decision	Prioritizing and including of the needs and preference of public in decision options
Improving the substantive quality of decisions	Providing substantive knowledge or ideas that would not have been available otherwise, which might include identifying relevant factual information or generating alternatives which satisfy wider range of interests
Influencing decision making	Redirecting the decision making towards the preferences of citizens
Increasing trust in institutions	Feeling of public that the CAC is capable of serving its interest and of increasing trust in the municipality

Source: Beierle (1999).

## **1.5. Methodology**

### **1.5.1. Research population**

The citizens of the city were taken as research population for the study. This was because the advisory committee members were chosen from the whole part of the city with the objective of serving as bridge between the citizens and municipal authorities. For this to be achieved regular contact and discussion between the citizens, the committee and the municipality were expected. On the other hand, the whole issue was whether or not what citizens need and prefer was incorporated and thereby influenced the municipal decisions. Considering citizens as research population was then justifiable.

### **1.5.2. Sample**

The main source of information for evaluating the effectiveness of CAC was obtained from interviews, focus group discussion and survey. Interviews and focus group discussion were purposive-driven for the reasons mentioned hear forth. Survey was designed to focus on purposive and random sampling methods.

When it comes to interview, 10 participants were selected purposively from CAC members and municipal authorities. Purposive sampling was selected to reflect diversity of stakeholders and perspectives. The interviewees included 5 members from Citizen Advisory Committee and 5 participants from Municipal authorities. In both cases department and sub committee heads were chosen purposively for they were expected to have detail knowledge of the participation process.

On the other hand, when this research was designed the number of CAC members to be interviewed was not limited to 5. Rather, it was intended to interview 15 members. However, the researcher has got a chance of attending in CAC's meeting when he was engaged in data collection. This coincidence motivated the researcher to conduct focus group discussion. He asked their agreement and secured. And a focus group of 10 participants was held in the CAC's office.

With regard to survey, the sample is selected in the following manner. Based on the recent restructuring, in which the city has been made to consist of 14 Kebeles (villages), the business district is selected purposively for this study. The reason is to benefit from its representativeness as it comprises six kebeles which include all income groups. It is also believed that this area is where mostly affected by the decisions of the city hall. Given limited time, effort and resources kebele 06 was selected randomly from the business district. And from the chosen kebele 150 citizens were selected randomly for conducting survey.

All these processes are to maintain fair representation. With regard to the size of sample, the survey was supplemented by interviews and secondary data. Both methods help to examine the role CAC and the outcome of participation in decision making.

### **1.5.3. Data Collection**

In assessing the effectiveness of CAC this evaluation was based on perceptions of citizens, performance of CAC and municipal authorities with regard to mobilising public involvement and influencing decision making. To measure the success of CAC the study collected information from both primary and secondary data.

#### **1.5.3.1. Primary data**

Primary data were collected through opinion survey and semi-structured interviews from the purposive sample.

- **Survey**

Though there are many possible ways in conducting survey, interviewer-administered questionnaire method was chosen. It is a method by which questionnaires are recorded by interviewer on the basis of respondent's answers (Saunders et al. 2003). According to them, this method improves the reliability of data. The authors justify that this method is suitable for the following reasons. It enables to ensure that the respondents are who intended to be, to record non respondents to avoid unknown bias caused by refusals, to make clear respondents' question and to secure a high response rate. Accordingly, this research would benefit from employing this method.

- **Interviews**

Both CAC members and municipal authorities were selected for interview to get more information as the two are co-partners in decision making rather than citizens who were represented by CAC. The interviews were considered to focus on a set of questions related to the variables under examination.

The interviews employed semi-structure and in-depth interview methods. Semi structured interviews were conducted with the specified members of CAC and municipal authorities except with the city mayor and one member from the CAC. In-depth method was used for undertaking interviews with the mayor and one CAC member.

- **Questionnaire**

It is obvious that the research questions provide guidance to the type of data to be collected. Once the variables in the research questions are clearly identified, the type data variables that can be collected through questionnaire have to be recognized. In this regard the combination of open and closed questions was employed for both survey and interviews. The questions include list, category, Linkert-style rating scale and quantity questions. Even though most questions were designed to be closed, in some cases the last choice is left open for respondents to get additional information as lists may not be always exhaustive. In the case of in-depth analysis open ended questions were preferred. The survey question consisted three sections. The first part

included information on the CAC membership profile, which examines socio-economic characteristics. The second part dealt with the goal of educating public. The third part devoted to the goal of increasing trust in municipality.

#### **1.5.3.2. Secondary data**

The secondary data were scanned in light of their merit to towards the objective of the paper. Searching of web based and relevant data bases and reviewing of background information and bylaws were contacted.

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

It is worthwhile to indicate the major limitations confronted this study. These include lack of some secondary data like minutes of meetings, financial resource allocated to CAC or public participation. This information could substantiate the interviews and survey data. Other issue this research should have taken into account is treating a component of “social goal”- *reducing conflict*. While the researches include this component in measuring the effectiveness of participatory mechanisms of public participation, this study did no employ it for limited time, effort and resource available to conduct the study. This would have been complemented the other components. Finally, it was not possible to conduct interviews with the manager of the city and replaced by another official. His opinion might more likely reinforce the findings. However, some of these limitations can be seen as fruitful avenues for future research.

### **1.7. The Structure of Study**

The study is organized into four chapters. The *first chapter* introduces public participation in general terms. It also provides problem statement, objectives of the study, research questions and assumption. Further more it illustrates the nature and design of the research. This chapter discusses the methodology in which research population, sample and data collection methods are described. In its final section the chapter highlights briefly limitation and the structure of study. The *second chapter* presents the theoretical review and analysis. It is devoted to discuss in detail the conceptual understanding of public participation. In the second section it covers the level of public participation. The third part of chapter dwells on the discussion of mechanism of public participation. It also reviews evaluation of public participation and discusses evaluative framework in detail. In final section it illustrates contextualization of the evaluative framework. The *third chapter* deals with evaluating the role of Citizen Advisory Committee in practice. In this chapter the background information of Adama city and assessment of some aspects Citizen Advisory Committee are described in detail. The other main body of the chapter entails findings and analysis of the effectiveness of CAC. This is based on logical sequence of CAC’s objectives and “social goals” in which the data are analysed and the findings are presented. The *fourth chapter* concludes the theoretical review and findings briefly and presents recommendations that follow from the findings.

## 2. Theoretical Review and Analysis

The issue of citizens involvement in decision making has increasingly received due attention. One set of scholars believes that the involvement of public in decision making is considered from the potential benefits (both process and outcome as they refer to) it produces (Beierle & Konisky 1999, Beierle & Cayford 2001, Beierle & Cayford 2002, Irvin & Stansbury 2004). It is also widely asserted that the involvement of citizens in decision making offers the promise of equality, inclusiveness and sustainability (Cornwall 2002, Meldon et al. 2004). Renn et al. (1993) also argue that despite the difficulty and complexity of the subject, public participation is necessary as social acceptance of any policy is linked to the perception of a fair procedure in decision making. According to them, it helps to include the concern of local knowledge which otherwise neglected. Moreover it is argued that citizens have the right to participate in the decisions that affects their lives (Roberts 2004). Another set of scholars contends that as public participation incurs costs which are much greater than benefits it provides, policy decisions have to then be “expert-driven” (Dahl 1989, Irvin & Stansbury 2004, Roberts 2004).

The proponents of public participation favour different mechanisms, which facilitate the involvement of citizens in decision making. Similarly the complexity of public participation makes the mechanisms be open to debate. Some mechanisms are limited merely to receive and/or provide information. In other cases it is expected to provide inputs that are helpful in decision making. Still in other cases public participation mechanism is considered as innovative way of involving citizens in decision making process. In general, it is widely suggested that as the public participation is complex, the mechanisms of involvement need careful planning, thoughtful preparation and flexibility to change procedures as required (Renn et al. 1993).

These days, there has been a growing interest in examining whether or not those efforts of public participation have been successful (Ashford & Rest 1999). However, some denote that understanding of the success of participative mechanisms is similarly complicated by different forms, situation, requirements and aims of the public participation in decision making takes (Rowe & Frewer 2005b). For some, the success of the participative mechanisms is evaluated in terms of outcome where as for others it is based on the process of participation. In total, the evaluation of effectiveness of the mechanisms is important for financial, practical, ethical/moral, and research/theoretical reasons (Frewer et al. 2001, Rowe & Frewer 2004, Rowe & Frewer 2005a).

To this end, this chapter is devoted to review two broad areas. Firstly it discusses and operationalizes different perspectives in conceptual understanding of public participation, which include definition of the concept, revision of the levels and description of the mechanisms of public participation. The reasons of dealing with the conceptual understanding are due to the fact that conducting of evaluation requires understanding of what is being evaluated (Beierle 2002) and “any evaluation of public participation contains, either explicitly or implicitly, a set of philosophical assumptions about how democracies should function”(Long & Beierle 1999). Secondly it treats the evaluation of public participation in which evaluative framework and contextualisation of the framework are dealt with in detail.

## 2.1. Conceptual Understanding of Public Participation

Understanding of public participation emanates from accepting that people are at the centre of development (ADB 2006, UNHABITAT 2002a). Since development is “for and by people” their involvement in decision making through articulating their needs and priorities, exercising their right, and meeting their obligation is inevitable (UNDP 1997).

While this understanding is widely recognized, there is still different perspectives and orientation in responding to this understanding. On one hand, representation democracy in which the popular rule is achieved through mediating agency of elected representatives has been considered as a base for the stability of democratic system. On the other hand, direct democracy, the direct involvement of citizens in collective decision making about public affairs has attracted more attention from the point view of benefits it provides to the democratic system building (Dalton et al. 2003, Gaventa 2004, Gianoli 2002, Innes & Booher 2004, Roberts 2004).

This categorization provides the way in which public participation is addressed differently. Those who, for example, favour representation democracy insist that the stability of democracy is achieved through employing this form of participation. Gianoli (2002) witnesses this situation in his revision of democratic theories, particularly the work of Schumpeter and Sartori. Roberts (2004) similarly points out those who are in favour of representation argue for it has many advantages over direction participation. In this observation she summarized the advantages in the following terms:

“It buffers those [citizens] from uninformed public opinion, it prevents the tyranny of the majority, and it serves as a check on corruption. It also meets the needs of a complex, postindustrial society that requires technical, political, and administrative expertise to function”(p. 316).

In an other explanation, it is observed that many scholars ranging from Schumpeter to Dahl have treated competitive elections as the primary measures of democracy (Dalton et al. 2003). Moreover, it is argued that nor direct democracy is realistic or feasible in modern states (Dahl 1989, Roberts 2004). According to Roberts (2004) those who favor this argument justify their critics by the explanation that the citizens do not have time like public authorities, technical expertise or interest to deliberate as expected. Moreover, Roberts summarized the arguments of this side into the following points: it is accused that direct participation is not efficient as it is intended to conduct in large, complex bureaucratic administration; it does neither prevent the domination of those in power to manipulate the decisions nor eliminate the difference in power relation; citizens are busy to support their livelihood to be involved and is not fit in that situation. No more people involvement means gives way to limited participation which makes decisions at the expense of others; even if much involvement is conducted at a large expense there is no guarantee for the interests and preferences of the whole to be included. However this argument motivates the creation of the other end.

At the other end, there are scholars who believe that public participation is much broader and deeper than electoral politics. The critics against representation democracy or in direct participation start from this expression. Many scholars like Rousseau argue that whether the

citizens should wait till next election even if they require to make their voice heard in decisions and actions that affect their lives (Dalton et al. 2003). Fung and Wright also provide similar argument when they state that:

“...this mechanism of political representation seems ineffective in accomplishing the central ideals of democratic politics: facilitating active political involvement of the citizenry, forging political consensus through dialogue, devising and implementing public policies that ground a productive economy and healthy society, and, in more radical egalitarian versions of the democratic ideal, assuring that all citizens benefit from the nation's wealth” (Fung & Wright 1999).

In accordance with participatory democracy, citizens are entitled with involvement in decision making, where they propose, discuss, decide, plan and implement those decisions that affect their lives (Hain 1980). To this perspective the public participation is more than the mere consultation but active involvement that moves to more direct forms of influence and control over decision that affect the lives of citizens (Nick & Ursula 2003, Roberts 2004). The proponents of this kind of participation argue to the extent that direct participation keeps community life vital and public institutions accountable; it shifts of agenda setting from elites alone to common concern of between authorities and communities; it can strengthen the public's ability to shape the agenda of their preference; it recognizes the right of citizens to participate in the decisions that affect their lives (Beierle 1999, Dalton et al. 2003, Innes & Booher 2004, Roberts 2004).

The great divide between the proponents of the two camps, direct and indirect participation is further explained by Roberts (2004) who had summarized the work of scholars that favour direct participation. Accordingly to this summary, the benefits of direct participation can be outlined as it is educative in that citizens learn from one another in the process of participation; is a therapeutic and interactive in that the citizens can get a sense of belongings through this participation; it legitimizes the decisions that support the stability within the government; it fosters more responsive policy that are more in concert with citizens needs; it supports those without power to make their voice heard and to reduce the tyranny of those with power. In another scholar, the direct involvement of citizens provides a great benefit to decision making in that citizens can at least bring three perspectives to the decision making. They are tax payers who covers the costs, consumer who use the end product of the decisions and members of community or society to whom the decisions are matter (Curtain 2003).

Similarly, Michels, in his paper presented for the workshop *National Traditions of Democratic Thought*, summarizes the argument between the two forms of democracy. This is shown in the following box (Michels 2004).

**Box 2.1 the main elements of representative and direct democracy**

<b>Representative democracy</b>	<b>Direct democracy</b>
<ul style="list-style-type: none"> <li>• the focus is on political leaders</li> <li>• participation is instrumental</li> <li>• participation has no educative or social functions</li> <li>• no relation between participation and good government</li> <li>• massive participation is not desirable</li> </ul>	<ul style="list-style-type: none"> <li>• the focus is on citizens</li> <li>• participation is expressive</li> <li>• participation has both educative and social functions</li> <li>• participation is a way of ensuring good government</li> <li>• massive participation is desirable</li> </ul>
<b>(Schumpeter, Dahl, Sartori)</b>	<b>(Rousseau, J.S. Mill, Pateman)</b>

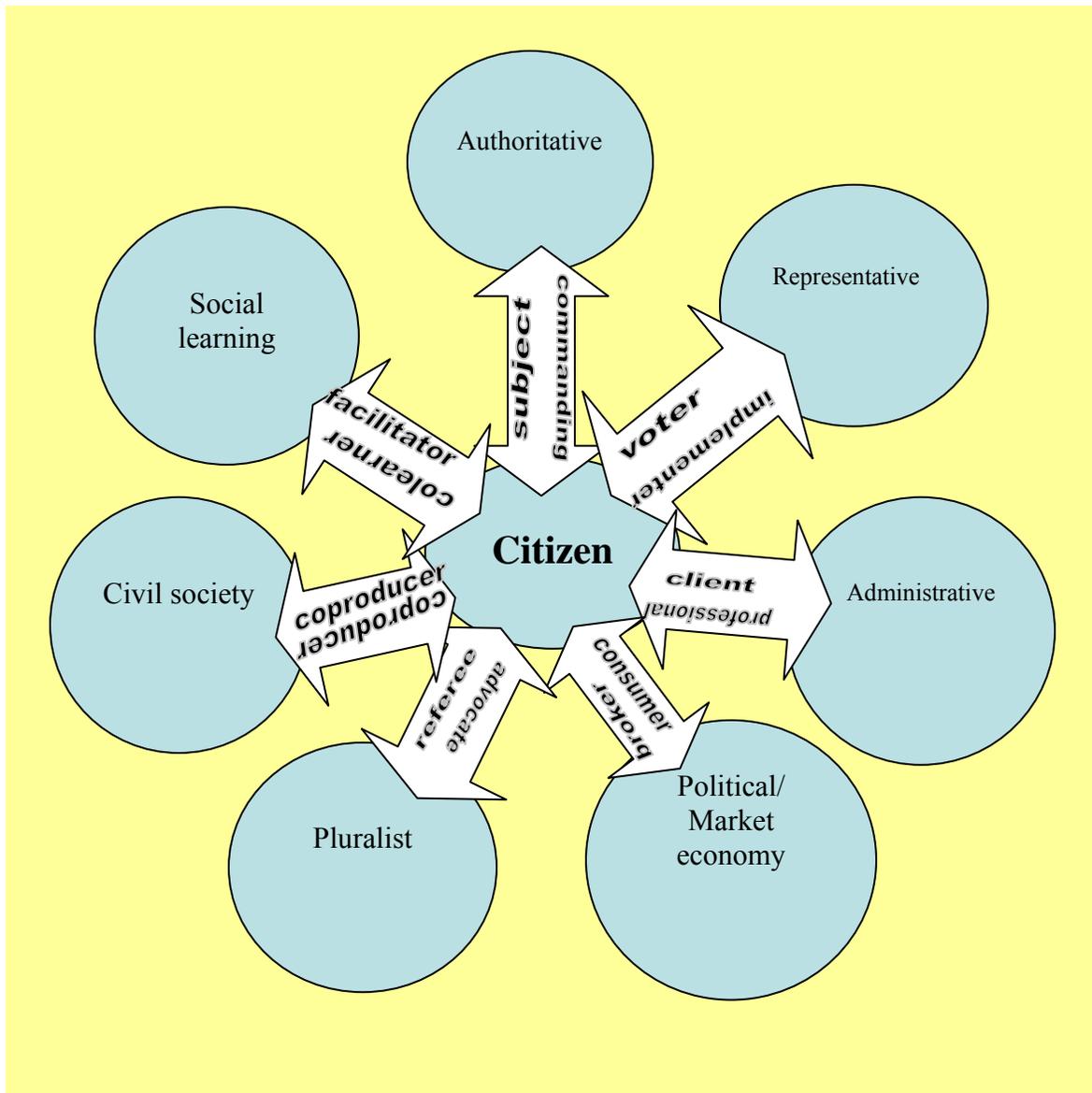
But there are many questions that come to the fore: which one of the two democratic traditions provides sufficient explanation about public participation? Are they really stand at the two extremes or complement each other? In the view of many scholars, no one is sufficient as each has its own benefits and limitations (Dalton et al. 2003). Likewise, many scholars like Young and Beetham, argue that the two democratic traditions mutually require each other (Gaventa 2004, Gianoli 2002). After reviewing a vast number of literatures on the two forms of democracy Gianoli (2002) has reached on conclusion that the representative democracy is not adequate and effective in its own if it is not combined with the other form, direct democracy. Moreover, this can be best explained in his own words as he states the importance of the two forms of democracy as “only hybrid forms of democracy have the potential to integrate diverse modes of decision making and to break the dichotomy of state-civil-society” (p. 42). Similar explanation is provided by other scholars. In this regard, Lutz and Linder contend that the two forms are not in contradictory (Lutz & Linder 2002). According to them the legitimacy of representative actions is still equally important.

What is concluded from the above discussion is that public participation is intrinsically linked with the forms of democracy. That is public expresses its values and preferences by means of voting and/or by active direct involvement. One of the contentions towards this end is that the representation democracy should include the involvement of citizens in decision making beyond voting. It is also argued that the shift of government role from monopoly of decision making to enabling and facilitating recognizes the increased public participation as citizens are among multiple actors to be involved in an interactive decision making process (Lovan et al. 2004). While representation or indirect participation is inadequate and ineffective in its own, it is difficult to conduct the involvement of every citizen in decision making unless some form of association is organized. Some authors like Gaventa witness that the combination participatory and representation democracies provides innovations in citing examples of “Participatory Planning in India and Philippines,” “Participatory Budgeting in Brazil,” “Citizen Monitoring Committee in Bolivia” and “Public Referenda and Citizen

Consultation in Europe” (Gaventa 2003). It is from this point of view that is argued about the complementarities of the two forms democracy.

Public participation is the whole mark of these perspectives. The focal point for these perspectives in terms of public participation is administration (Roberts 2004). It is then worthwhile to overview how administration becomes the focal point for public involvement before reviewing of the definitions of public participation. In this regard Roberts has reviewed theories of administration in relation public participation and summarized the arguments in such away that both citizens and administrators are expected to behave in certain ways in dealing with each other. It is this behaviour in a given context and historical circumstances that influences their relation, which expressed in terms of participation. The following figure explains this situation.

**Fig 2.1 Roles of Citizen and administrator in public administration models**



This figure summarizes the relationship expressed by administrative theory. It depicts the behaviour they expect from one another in different administrative system. According to Roberts (2004) the relation between authoritative administration and citizen takes the form of command and obey. In representative the role of citizen becomes start expanding, which involves voting, political involvement and constitutional obligation while the role of administration is implementing the legislative will. In the case of administrative situation whose main value in decision making is efficiency, the administration is expected to be “rational” decision makers where as citizens are merely considered as clients that do not have knowledge and skills to involve directly in decision making, but provide administration with inputs required for planning and implementation of policy, programmes and projects. In market economy model, individualism and the pursuit of self-interest govern as a primary value. The administration works towards meeting the preferences of citizen-customer while the citizens have options to influence if they felt not satisfied. This strategy is usually termed as voice and exit strategy (Hirschman 1970, Sorensen 1997). In pluralist system, collective action is the main value in which citizens are expected to promote their interests in group rather than individual basis. The administration in this system is expected to behave as referee to treat the interest groups equally. In civil society as a system, citizens play as volunteer to support the improvement of their neighbourhood, community and society on one hand and engage in co-producing or providing service in cooperation with the administration on the other. The discussion and collaboration between citizens and administrations lead to social learning.

This model helps to deduce that public participation is understood differently based on not only the context but also the benefits it grants to different system. On the other hand, it also illustrates how the issue of public participation is placed as a centre of any development discourse. Hence it is these perspectives that influence the conceptual understanding of the public participation concept.

### **What is then public participation?**

Even though the concept of public participation is the talk of the day it is impossible to come with universal blue print of definition. Much attention has generated not only a vast literature but also has made the concept subjected to multiple meaning. Like any other of social science concepts, it is then not surprising that if the concept of public participation does not have similar meaning in the globe (Gaventa & Valderrama 1999, Meldon et al. 2004, Roberts 2004, Rowe & Frewer 2004).

Based on this assumption it is now possible to review some definitions of the concept used by different scholars and international organizations. Towards this end, after reviewing vast literatures Roberts (2004) concludes that some define the concept from legal point of view, others consider from sociological perspective, still others believe that it is the process towards power control. According to her, those who perceive the concept from legal point of view regard it as the rights of voting, universal suffrage and formal equality, which are guaranteed to citizenship by legislative means. When it comes to sociological perspective the proponents argue that it should not be reduced to the mere legal concept, rather it serves individual and collective virtue and purposes. To them it develops the communities’ values, norms and traditions (Roberts 2004).

It is also argued that the functions it performs shows what it is (Ashford & Rest 1999). According to this perception, public participation performs at least three functions in democratic societies. To this group, the main functions are that it helps to ensure responsiveness and accountability of authorities, it creates venues for citizens to influence decisions that affect them and thereby provides stability to democratic system (ibid).

The proponents of “power control” argue that public participation is the ways in which citizens exercise influence and control over the decisions that affect them (Arnstein 1969, Julian & Reischl 1997, Nick & Ursula 2003). In this regard, Robers (2004) defines public participation as “the process by which members of a society (those not holding office or administrative positions in government) share power with public officials in making substantive decisions and in taking actions related to the community” (p. 320).

Likewise the concept of public participation means different things for different international organizations. As they follow different orientation in development efforts (for example while the central theme for UNDP is human right and sustainable development, the World Bank give more emphasis to management of political, economic, and social resources for development (Johnson 1997)) they have gauged the definition of the concept towards their orientation. In the eyes of UNCHS people are no longer viewed as beneficiaries but are considered as development partners (UMP 2001). To UNCHS the perception towards the conceptualization of the concept emanates from this perspective. The World Bank gives more attention to “stakeholders” while this open the door to debate as to what it means by “stakeholders” in relation to public participation. To UNDP people are essential part of development and their involvement requires increased influence and control in the development (NDR 2001).

On the other hand, OECD expresses that involving citizens in policy making is an investment by itself. The justification for this investment results from the benefit of involvement. According to OECD the engagement “allows governments to tap wider source of information, perspectives and potential solutions, and improves the quality of decisions reached...it contributes to building trust , raising the quality of democracy and strengthening civic capacity” (OECD 2001). After arguing the feasibility of this investment it has developed three modes of participation, which include information, consultation and active participation. Its conceptualization of the concept relates with these modes.

**Box 2.2 Different definition public participation**

World Bank	“a process through which stakeholders influence and share control over development initiatives, decisions, and resources that affect them”(WorldBank 2006).
UNCH(Habitat)	“Within the perspective of the UMP city consultations, participation is seen both as a means for achieving the programme objectives of sustainable urban management, as well as an end goal for empowering

	the people and their involvement in urban decision making process” (UMP 2001).
UNDP	“People are closely involved in the economic, social, cultural and political processes that affect their lives” (NDR 2001).
IAPP	“...any process that involves the public in problem-solving or decision-making and that uses public input to make better decisions”(IAPP 2000).
ICMA	“The process by which citizens’ concerns, needs, and values are incorporated into governmental decision making. It is two communications between citizens and governments, with the overall goal of better local decisions, supported by the public”(Chetwynd & Chetwynd 2001).
OECD	“active participation is regarded as a relation based on partnership with government, in which citizens actively engage in defining the process and the content of policy-making”(OECD 2001).
Gaventa and Valderrama (1999)	“...broad forms of engagement by citizens in policy formulation and decision making in key arenas which affect their lives.”

In general the vast literatures have documented that public participation is the concept stretched between two extremes. On one end it is perceived as entailing initiatives in which the sponsors acquire some form of public input (Rowe & Frewer 2004). At the other end of spectrum it is conceived as an end where people can influence and control power over what matters to their lives(Arnstein 1969). It is also observed that many of definitions fall in between these two end. Long and Beierle (1999) exhibit this when they state “we fall somewhere in the middle of this debate--recognizing a legitimate role for the public in decision-making but seeing it as a necessarily shared responsibility with government” (P. 31). However, this does not mean that they have similar meaning and without critics. Most of critics emanate from the adjectives, like “affected”, “active”, “direct”, indirect” “influence”,

“control”, “stakeholders” attached to this concept. Some scholars step forward in qualifying the mechanisms of participation in their definitions.

Based on this review the thesis adapts the definition of public participation as the process by which citizens’ concerns, needs, and values are incorporated into governmental decision making and thereby influence the decisions directly or indirectly. The focus is on both direct and indirect participation. By this it means that citizens are engaged in decision making personally or through intermediary organizations that represent them.

## 2.2. Levels of Participation

Like definition of public participation concept itself the level of public participation is also observed to mean different things to different users. In dealing with level of public participation what comes fore is “participation ladder.” This ladder, in which level of involvement of citizens is expressed is an indicator of the attitude of governments have towards public participation (Ast & Boot 2003).

With “participation ladder” Sherry Arnstein is widely cited in the participation literatures (Hain 1980, Long & Beierle 1999, Marissing 2005, Roberts 2004). She offers schematic scale of participation ranging from manipulation through tokenism to citizen power. This “participation ladder”, as shown in figure 2.2 consists of 8 rungs (Arnstein 1969). According to her the first two rungs represents a stage where there is no participation, but the imposition of the decisions on citizens. The second and third rungs progress to tokenism where citizens, particularly the “haves-not have to hear and be heard. The fifth allows the “have-nots” to advice but not to decide. The six rang represents that citizens can enter into negotiation with power holders while the upper two rungs are the stage where citizens can influence and control over the decision making, particularly the 8<sup>th</sup> rang, which is “citizen control” in which the “haves-not” obtain the majority of decision-making seats, or full managerial power (Arnstein 1971).

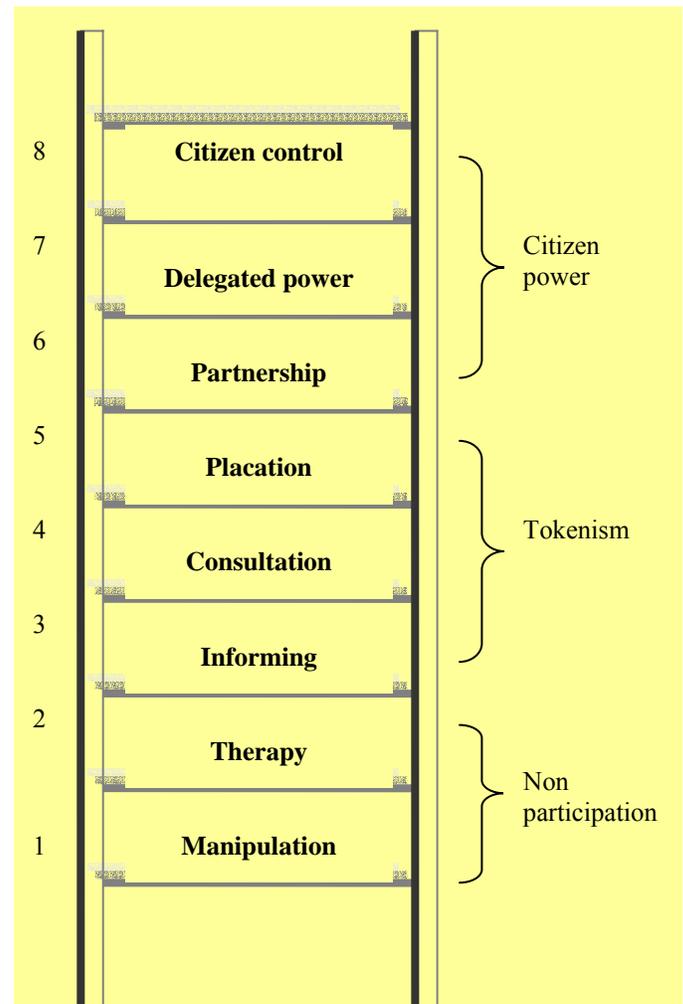


Fig 2.2 Ladder of participation

Though this typology is an influential in participation literatures it is not without critics (Fung 2005, Innes & Booher 2004, Marissing 2005, Roberts 2004). Fung (2005) justifies this with two points of departure. Firstly he argues that this participation ladder fuses empirical scale with normative approval. To him public participation analysis has to separate considerations that the forms of participation have from normative goals the participation may advance. Secondly, he contends though the “citizen power” is still important in analysis of participation the complexity of contemporary situation forces to consider many more mechanisms than single ladder. Roberts (2004) also provides her critics on the separation of citizens as “haves” and “have-not” as in reality it is difficult to find homogeneity among both “the have-nots” and the power holders in dealing with the redistribution of power, explained in Arnstein’s ladder. To her as the intention of power redistribution might be the outcome of participation it should not be a limiting in its definition and includes both “the haves and the haves-not” as power sharing is between citizens and public officials. If the separation to be made, it has to indicate the distinction between government official-either the elected or those who hold administrative position and those who do not (Roberts 2004).

On the other hand, the evolvement of different models from time to time witnesses that there is the necessity of adapting models with contemporary situation and context. To this end, it is suffice to site a few modes of participation summarized below.

### Box 2.3 Levels of public participation

Providers	Levels of public participation
<b>1. ICZM</b>	<p><b>Four levels:</b></p> <ul style="list-style-type: none"> <li>a) <b>Civil society</b>, highest level of participation for solving the most controversial questions.</li> <li>b) <b>Real</b>, Co-operation including the shared responsibility of the parties for planning and results, providing solutions to the complex problems and resolution of controversies</li> <li>c) <b>Manipulation</b>, distribution of limited or not authentic information aimed at winning the public opinion; Inviting and permitting only the participation of those who can get material or other benefits from it.</li> <li>d) <b>Symbolic</b>, The developer asks for information and/or disseminate information</li> </ul>
<b>2. IAPP</b>	<p><b>Five levels:</b></p> <ul style="list-style-type: none"> <li>a) <b>Inform</b>, to provide public with balanced and objective information to assist them in understanding problems, alternatives and solutions</li> <li>b) <b>Consult</b>, to get feedback from the public</li> <li>c) <b>Involve</b>, working with people to ensure their issues and concerns are understood and considered</li> <li>d) <b>Collaborate</b>, making public partner in decision making</li> <li>e) <b>Empower</b>, to place final decision making in the hands of public</li> </ul>

### 3. OECD

#### *Three modes*

- a) Information, includes both passive-access to information on request and active-the dissemination of information by governments
- b) Consultation, two-way relationship, in which the citizens provide feedback to government
- c) Active participation, based on partner relationship with government in which citizens actively engage in defining the process and content of policy-making

### 2.3. Mechanisms of Public Participation

When the public participation is considered, *how* this can be undertaken is an immediate question that comes into ones mind. This section treats this question. To this end it worthwhile to start with the benefits that these methods provide. It is believed that if careful attention is paid to the process of who participates, how participates, when to participate these mechanisms provide innovative solutions to problems at different scale (Roberts 2004). Some believe that these methods build citizens voice and create spaces for their more pro-active engagement with governments (WorldBank 2006). In the words of Petts and Leach (2000) “some methods are traditional while others are more innovative; some are aimed at eliciting views while others aim to empower the community; some are used for generating options at a strategy-making stage while others are used for specific decisions such as option selection; some require participants to give an immediate view while others allow time for deliberation; and some are based around particular service areas while others are more general in nature (p 26).” On the other hand, these differences indicate that there is not a ‘one-size-fits-all’ solution to involving citizens in decision making (Coleman & Götze 2001).

It is widely acknowledged that the methods for conducting public participation are as many as understanding the concept itself (Abelson et al. 2001, Coleman & Götze 2001, ODPM 2002, Petts & Leach 2000, Rowe & Frewer 2004). For the purpose of this thesis, however, it is suffice to mention some of which are appeared repeatedly in different literatures. Theses are citizen juries, panels, planning cells, consensus conference, deliberative polling, focus group, survey, public hearing, open houses, citizen advisory committee, visioning and referenda. In reviewing theses methods it is observed that some classify them into two broad categories, traditional and innovative (Petts & Leach 2000, Roberts 2004). According to them these methods are diverse ranging from those that seek only information to those involving deliberation (Rowe & Frewer 2004). There are also others who believe that these methods can be grouped into four, namely the more traditional forms, customer oriented, innovative and deliberative once (Beierle 1999, ODPM 2002, Rowe & Frewer 2004).

Like the difficulties confronted in dealing with the conceptual understanding of public participation, the methods to be employed are also subjected to the perspectives of participation itself. For pluralist perspective for example citizen advisory group is preferable while the managerial perspective is in favour of survey (Beierle 1999, Prizzia 2005). On the other hand, some consider a method as traditional mechanism, while others perceive this

same method as innovative. The Citizen Advisory Committee or Board, for example, is traditional mechanism for some scholars like Beierle (1999), while innovative deliberative to others like Petts and Leach (2000). However most of the scholars have in common that this mechanism provides a forum for two-way communication between citizens and government officials (Abelson et al. 2001, Beierle 1999, Petts & Leach 2000, Prizzia 2005).

Discussion of these methods in detail is beyond the purpose of the thesis. But as Citizen Advisory Committee/Board is the subject of this thesis, it is required to shed more light on this mechanism. Added to this, it is also worthwhile to distinguish this mechanism from that of expert advisory, which serves as providing holistic information into government decision making (Beierle 1999).

What is then Citizen Advisory Committee/committee? Having the difficulty of finding the definition that pleases every user in mind, it said to be a body comprised of citizens and government officials to serve as a representing the interests of the general public and as a community point of contact (Prizzia 2005). For the first time this mechanism was used in US and historically dated back more than a century, particularly during “war on poverty” in 1960’s and 1970’s (Petts & Leach 2000, Uddin 2004). Since then this mechanism has been used as a liaison between government authorities and communities in different areas of decision making (Roberts 2004, Uddin 2004).

This mechanism has both strengths and limitations. Based on the reviews of different works of scholars theses have been summarized in table 2.1. To start with strengths, it is argued that the participants of this mechanism develop proximity as they meet over time and this allows in-depth examination of issues, facilitates common base information and creates mutual understanding (Ashford & Rest 1999, NRC 1996). Similar strengths are observed by others in that the mechanism is helpful in analysing the issue under consideration, in enhancing trust in institutions as it incorporates the preferences of the public and promotes informed decision making. Moreover, Eric Chetwynd and Frances Chetwynd outline seven benefits that this mechanism grants in employing it. According to them, it firstly enhances both quality and quantity of citizen involvement in decision making and thereby builds bridge of trust between authorities and citizens; secondly ensures commitment to the community; thirdly it brings together technical expertise and opinion of the community to solve problem at hand; fourthly it enhances the dialogue and resolves conflict; fifthly it facilitates two way communication among community and authorities; sixthly it serves as a source of new insight, ideas and options, and finally by representing different groups it can help to defuse tensions and de-politicize the process of governing (Chetwynd & Chetwynd 2001).

But this does not mean that it is without limitations. It is argued that the strengths may be turned into threat when there created limitation in inclusiveness, representativeness, degree of autonomy and independence from the sponsoring agency, commitment of members and incorporation of their recommendations in decision making (Ashford & Rest 1999, NRC 1996). The other authors like Smith, Birkeland and Beder argue that committee members may act to achieve their own interest rather than communities’ need at large (Uddin 2004).

**Table 2.1 Strengths and limitation of Citizen Advisory Committee**

Scholars	Category	Description	Advantage	Limitations
Petts & Leaches (2000)	Innovative deliberative	groups of people representing particular interests or areas of expertise meet to discuss issues of concern and provide an informed input	Can consider issues in detail and highlight the decision-making process, promotes a feeling of trust.	Not all interests may be represented, requires commitment and more resources than some other methods.
Ableson et al (2001)		Made up of government and public to represent the wider public	Their advice influence decision making process, produce informed citizen, boost trust in institutions and reduce conflict	Not representative
Beierle (1999)	Traditional	encompass a wide variety of groups that represent ideas and attitudes of various groups and/or communities	Increase public knowledge, provides public values preferences, substantive information to improve decisions, and increase trusts	May not represent the wider group.

In similar vein, it is claimed that where the recommendations of the advisory board are not considered by officials, citizens become alienated from decision making process (Silverman 2003). In this regard, different authors warn that the success and failure of the mechanism is not only dependent on the members of the board/committee but also on the willingness and commitment of sponsoring authorities (ibid). According to him, it depends on the authorities' willingness to listen to the members of Citizen Advisory Committee and incorporate their recommendations into the decisions. Arnstein (1969) criticizes that when governments reduce the function of Citizen Advisory Committees/committees to get input and support, the committees are instead advised.

Moreover, this commitment is not only limited to local level but includes the broader scale, regional and national level. Some authors argue that commitment of governments in creating mechanisms is not be taken for grants if it is not accompanied by strengthening their capacities so that they can discharge the roles expected of them (Gaventa 2003).

The involvement of citizens in decision making through this way or another requires evaluation to improve decisions. It is also necessary to ensure the satisfaction of citizens both in process and outcomes of the participation. This leads to the next discussion.

#### **2.4. Evaluation of Public Participation**

It has been discussed that the involvement of citizens in decision making has increasingly been considered. To this end different mechanisms are employed to incorporate citizens' needs and preferences in decision making. Attention has also been given to measure the effectiveness these mechanisms. The measurement arises many questions, among which the followings are very critical to this thesis. Why is evaluation? What is evaluation? What are

limitations in evaluating public participation? What to be evaluated? What are the criteria for evaluating public participation?

It is important to consider some arguments on the necessity of evaluation before discussing what it means in public participation. Accordingly, it is argued that evaluation of public participation is important to ensure the use of public resources, to learn from the past experience and thereby to improve limitations and to increase of understanding of human behaviour (Rowe & Frewer 2004). In similar situation some believe that evaluation of public participation is useful for improving decisions and worth the commitment of resources, helps to learn effectiveness and makes possible to see how policies well correspond to government practices for involving citizens in decision making (Charnleya & Engelbertb 2005).

Regardless of this recognition, however, the question of measuring effectiveness, particularly of public participation remains to be difficult. Many authors argue that there is limitation in developing consistent framework for evaluating public participation (Frewer et al. 2001, Rowe & Frewer 2004, Santos & Chess 2003, Uddin 2004). Different authors justify this by similar factors. For some like Davies it is due to two main reasons. According to them lack of consensus on what public participation supposed to accomplish is cited as one of the reasons. The second and more important factor is attributed to the difference in the nature of democracies and the forms of participation to be employed, like the difference between direct and representative forms of participation (Davies 1998, Uddin 2004). To Davies “different perspectives on the nature of democracy and the purpose of participation have led to widely divergent approaches to evaluating participatory programs most of which tend to favor *a priori* certain mechanisms for participation” (p. 4). Others also believe that evaluation of public participation is difficult for certain reasons. Among these Rosener, who is referred in Rowe and Frewer (2004) argue that the difficulty of evaluation of public participation lies in its complexity and value-laden, limitation in widely held criteria for judging success and failure of an exercise, non agreement upon evaluation methods and limitation in reliable measurement tools.

With regard to meaning of evaluation, as usual, there is no consensus on what it means. This means that it can be defined in many ways. It is argued that the difference in meaning emanates from what it evaluates. Carol Weiss, who is referred in Vedung (1997) argues, “Evaluation is an elastic word that stretches to cover judgements of different kinds.” In context of public policy and program Vedung, for example, defines it as “careful retrospective assessment of the merit, and value of administration, output, and outcome of government interventions, which is intended to play a role in the future, practical action situations” (Vedung 1997). In literature of public participation the concept “evaluation” is closely linked to the “effectiveness” of the mechanisms it employs (Rowe & Frewer 2004). According to Rowe and Frewer “effectiveness” in public participation does not have the same yardstick and objective quality that can easily be identified, described and then measured. It is from this and others points of views that one can find different meanings as many as the perspectives of the participation itself. The pluralistic model, for example, perceives effectiveness of public participation exercise in terms of outcome while learning model (see figure 2.1) see to it as process (Roberts 2004). After discussing the difficulty of what is meant by “effectiveness” of participation exercise, Rowe and Frewer conclude in the following terms “hence, what might appear effective to some might not appear so to others” (Rowe & Frewer 2005a).

On the other hand, it is asserted that evaluation in public participation, like any other programmes, takes different forms (Raimond 2001, Uddin 2004). Even though different authors provide different form of evaluation it is not the purpose of this thesis to review all these types. To cite a few which have been come into sight of public participation, Chess has identified three types of evaluation (Raimond 2001, Roberts 2004, Rowe & Frewer 2004, Uddin 2004). These presented in the following box.

**Box 2.4 Forms of evaluation in public participation**

<b>Evaluation</b>	<b>Description</b>
<i>Summative</i>	The evaluation of a program after its completion to judge whether the public participation program furthered progress towards results and satisfaction of the participants.
<i>Formative</i>	It is aimed at improving programs in progress. It provides managers with feedback during program development and implementation. This kind of evaluation can also look at more obvious concerns, such as the relationships among stakeholders, perceptions of agency communication, the effectiveness of meetings
<i>Impact</i>	Is used for accountability and focuses on long-term results of programmes and has the potential to inform policy decisions and track social learning. Such an evaluation is more difficult to conduct because of cost, need for commitment over an extended period of time and the problem of showing results from the public participation program under evaluation when there are many variables at play

Source (Chess 2000)

The question of what to be evaluated and how to be measured can here be treated together. One of the difficulties confronted in defining effectiveness of public participation mechanisms is the argument, which addresses “effectiveness” lies in the eyes users. This is one of the points of departure. Beierle (1999) witnesses this by stating that:

“One of the enduring characteristics of public participation and its evaluation is the absence of obvious answers to even the most basic questions. In fact, researchers, practitioners, and participants give a number of different implicit or explicit answers to the question posed above: what problem (or problems) is public participation supposed to fix?” (p. 3).

In treating this, a number of theories and methods have been evolved. Most scholars group the available theories and method of evaluating public participation around two broad categories, namely *-process based* and *outcome-driven* (Ashford & Rest 1999, Charnleya &

Engelbertb 2005, Irvin & Stansbury 2004, Roberts 2004, Rowe & Frewer 2004, Rowe & Frewer 2005a, Uddin 2004). There are still others who think of the evaluating approaches of public participation into three category (Ashford & Rest 1999, Beierle 1999, Beierle & Cayford 2002, Charnleya & Engelbertb 2005, Irvin & Stansbury 2004). This group of scholars considers the combination of the two categories as a third set.

Process evaluation focuses primarily on means rather than ends, and is an exploration of how public participation activities take place while outcome-driven evaluation deals with the results of the public participation processes (Ashford & Rest 1999, Raimond 2001). The proponents of outcome evaluation argue that assessment of outcome is preferable in many ways (Rowe & Frewer 2004, Rowe & Frewer 2005a). To them the outcome will correspond more directly to the desired aims of the participation mechanism.

In order to see more what is meant by the categories it is important to consider the discussion of Beierly and Cayford, who treat the three approaches in evaluating public participation in decision making (Charnleya & Engelbertb 2005). Beierly and Cayford (2002) argue that even though analysts of public participation have produced a rich and varied of evaluation studies, yet no change has made on what Rosener has argued since 1980's as a lack of agreement on evaluation methods. The reason for this, according to them, is due to various views on the purpose of public participation. To them, one of the main perspectives is that those who have expressed effectiveness of participation in terms process rather than outcome. According to their explanation theories like "*fairness and competence,*" *face-to-face discussion* criteria are the major constituents of this group. The second group are those who views public participation as a way of achieving a specific interest group's goals, either community or agency. In this regard they cite as an example "*ladder of participation*" developed by Arnstein to measure the degree of power citizens have over decision making. The third set of analyst is those who employ broad "*social goals*" in evaluating the effectiveness of public participation in decision making (Charnleya & Engelbertb 2005).

Before discussing the third category which is the base of this research, it is important to shade more light on others too. For this purpose one proponent from each category and three altogether are selected to review their arguments. This summarized and presented briefly in the table 2.2. However, the "social goal" approach is further discussed in detail under the subject of evaluative framework.

**Table 2.2 Evaluative Frameworks and Employed Criteria**

Evaluative Framework		Criteria
Type	Description	
<b>Fairness and competence</b> (Renn, Webler, and Wiedmann)	<ul style="list-style-type: none"> <li>• Based on Habermas’s theory of communicative action</li> <li>• Fairness deals with:               <ul style="list-style-type: none"> <li>○ the equal ability of all participants to be a part of the process</li> <li>○ freely initiate and participate in the discourse and decision making</li> <li>○ equality of power among participants</li> </ul> </li> <li>• competence refers to achieving mutual understanding and agreements</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Legitimacy of process</b>, decision is made by consensus, based on evidence and be transparent</li> <li>• <b>Common values</b>, process is about deliberation of values</li> <li>• <b>Fairness and equity</b>, decision making process is fair and unbiased, opportunity to be heard</li> <li>• <b>Equal power</b>, fairness, evidence based decisions, open process</li> <li>• <b>Emphasis of leadership</b></li> <li>• Ability of setting agenda</li> <li>• Rule for discourse</li> <li>• Collaboration and consensus building</li> <li>• Equal access to knowledge and interpretation</li> </ul>
<b>User based</b> (Rosner, Chess, Santos)	<ul style="list-style-type: none"> <li>• Explores both process and outcome of participation</li> <li>• Outcomes deals with participants’ satisfaction in decisions and Implementation</li> <li>• By process it means the way how the participants make decisions</li> <li>• Focused on achievement of goals and objectives articulated by participants</li> </ul>	<ul style="list-style-type: none"> <li>• Defined by participants,</li> </ul>
<b>Social goals</b> (Beierle, Konisky, Long, Davies, Cayford)	<ul style="list-style-type: none"> <li>• Deals with evaluation of the outcomes of participatory processes</li> <li>• Outcome goes beyond normative explanation, substantive decision, conclusion or recommendation</li> <li>• Outcome refers to the extent to which a participatory achieved a set of “social goals” (see table 1.1)</li> </ul>	<ul style="list-style-type: none"> <li>• Educating and informing the public,</li> <li>• Incorporating public values into decision making,</li> <li>• Improving the substantive quality of decisions,</li> <li>• Increasing trust in institutions,</li> <li>• Reducing conflict, and</li> <li>• Achieving cost-effectiveness</li> </ul>
Source: (Ashford & Rest 1999, Beierle & Cayford 2001, Chess 2000, Davies 1998, NRC 1996, Rowe & Frewer 2004, Santos & Chess 2003).		

This table shows different evaluative frameworks of public participation that include the process, outcome and the combination of the two. Here the concern is that these are not the only frameworks but are the indicative of the broad categories. On the other hand, it is observed that, even within one category, different authors have developed different criteria in the course of their research. This can be evidenced by Rowe and Frewer who have employed nine criteria for evaluating fairness and competence of the process of public participation. To them, representativeness, independence, early involvement, influence, transparency, resource accessibility, task definition, structured decision making process and cost effectiveness are the principal criteria to measure the success of public participation. When it comes to user based, it explores both process and outcome. The proponents believe that “participatory efforts are successful to the extent participants’ goals are achieved (Santos & Chess 2003).

Accordingly, the evaluative criteria are not derived from theories but are chosen by users themselves. In addition to this the advocates argue that this evaluative framework has several benefits which include making explicit participants' values and assumptions, increasing cooperation with the evaluation process and use of results and enhancing the legitimacy of an evaluation effort (ibid). The "social goals" is discussed below.

## **2.5.Evaluative Framework**

The importance of evaluative framework in evaluating public participation is inevitable. To this end, this study as mentioned earlier has selected *social goals* as its evaluative framework. In most programme evaluation the effectiveness of that programme is measured in terms of its contribution to predetermined purposes and goals (UNFPA 2000). Similarly, the proponents of the framework argue that effectiveness of public participation programmes has to be evaluated in terms of the problems they are supposed to fix (Beierle 1999, Beierle & Konisky 1999, Beierle & Cayford 2002). According to them, the "social goal" framework has emerged from assessments of those problems. Beierle (1999) argues that the framework evaluates the outcomes of participatory process that encompasses not only substantive aspects of decision making but more importantly the effects of participation.

This framework was developed by Beierle (1999), who has provided it for evaluating public participation in environmental decisions. After evaluating the strengths and weakness of different mechanisms he arrived at six "social goals" that can be employed for evaluating different instruments of public participation. These are:

- Educating and informing the public,
- Incorporating public values into decision-making,
- Improving the substantive quality of decisions,
- Increasing trust in institutions,
- Reducing conflict, and
- Achieving cost-effectiveness.

Discussion of the goals is valuable to facilitate their employment. Accordingly, each goal is discussed in the following sections.

### **2.5.1. Increasing Public Knowledge**

If a government require public participation in decision making so that it is responsive to the needs and preferences of citizens on one hand, if citizens are aware of their right and obligation to involve as equal partner in the government process on the other, access to reliable, relevant and timely information is quite natural. According to Davies (1998), this goal derived from such normative argument that citizens have the right to be involved in decisions that affect their lives. It is also argued that their involvement requires them to access to the needed information (ibid).

It is explained that this goal deals with participation's educational function, that is its effectiveness in providing public with sufficient knowledge to participate in decision making (Beierle 1999). On the other hand, Beierle and Kinisky (1999) contend that this goal addresses the need to increase public understanding of a specific problem(s) at hand.

To them, this is important for three reasons. Firstly it is important because information can empower the public to carry out the role envisioned in regulatory framework. Secondly it helps public to be aware of its own contribution and motivates them to participate. Finally, it builds the capacity of public to formulate alternatives and to communicate with authorities and experts. In similar terms it is argued that providing public with reliable and timely information helps to “level the playing field between the public and government” (Beierle & Cayford 2002). Irvin and Stansbury (2004) underline the importance of informing and educating public when they state that “informed and involved citizens become citizen-experts, understanding technically difficult situations and seeing holistic, community wide solutions” (p. 56). This is supported by the fact that the pre-existing experience and knowledge, ongoing face-to-face discussion and access to technical materials facilitate the learning process of citizens (Long & Beierle 1999).

According to Beierle (1999), some of the indicators in measuring this goal are percentage of wider public members involved in participatory forum, wider public reached through different media or interaction with active participants, provision of public with sufficient knowledge to contribute to deliberations and decision-making, enabling the public to understand about its role in participatory process, and availability of resources (in terms of time and money) to obtain credible, relevant and information.

### **2.5.2. Trust in Institutions**

One of the reasons or goals of involving public into decision making is to secure trust in institutions. Similar to many concepts, trust is also meant different thing to different people. It is widely recognised that the concept of trust is even more difficult as it has been approached by many disciplines, perspectives and levels of analysis (Yang 2005). He argues that this has produced multiple meaning, dimensions and types of the concept. According to him, for example, economic approach assumes that trust is motivated by self-interest or wellbeing, while sociological explanation regards it as social, structural and cultural variables. Yong (2005) also provides another explanation that defines the concept in terms psychological state. In this regard, Rousseau et al (1998) who have been quoted by Yang (2005) defines it as “psychological state comprising the intention to accept vulnerability based upon positive expectations of the intentions or behaviour of another”.

Some authors argue that it is fragile and is, once lost very hard to regain. This is because the negative attitude towards distrust usually overrides the positive belief of restoring it as negative events are more noticeable than positive events; negative events carry much greater weight than positive events and once distrust is initiated the tendency of increasing is reinforced and perpetuated (Raimond 2001).

On the other hand, some like Kasperson believe that trust is composed of the perception of competence, absence of bias and a commitment to due process (Peters et al. 1997). These authors illustrate that the composition of trust expands more recently from three to four variables, which are specified as commitment to a goal and fulfilling fiduciary responsibilities, competence, caring and predictability. In reviewing and summarizing different works of scholars they conclude that trust is based on three determinants. According to them these are named as *knowledge and expertise; openness and honesty;*

and *concern and care*. Of the three determinants, knowledge and expertise component is taken as major way of expressing trust in citizen institution like citizen advisor boards/committees. Like many other authors Beierle (1999) describes the component of knowledge and expertise as competency and fiduciary. In his explanation, competency has to do with the ability to do “what is right,” while fiduciary is meant to represent the will of doing what is “right.” Moreover the fiduciary is expressed in terms of the relationship, for example, between governments and citizens. The governments are expected to perform in the interest of citizens to discharge their duties and responsibilities while citizens are also supposed to trust these acts (Raimond 2001).

Raimond (2001) summarizes the arguments of trust by stating that “...researchers and experts seem to agree on the fact that past practices of secrecy and excluding the public from decision-making have contributed to existing levels of distrust” (p. 17). Beierele (1999) also concludes that, after discussing the difficulty in measuring trust, “evidence that the public feels that an agency is capable of, and obliged to serve the public interest (however defined) can serve as a proxy for trust” (p. 11).

On the basis of his conclusion he identified some indicators that indicate the success of this goal. Based on different analysis Beierle (1999) concludes that the following points can be considered as indicators for increasing trust in institutions. These are the confidence that public has in technical capability of an agency or its representation, recognition of both public and its representations like Citizen Advisory Committee/Board by respective institutions, willingness of agency in turning over decision making authority, and willingness of public in letting agencies to undertake a similar decision making with less oversight.

### **2.5.3. Improving Substantive Quality of Decision**

As has already been mentioned, improving substantive quality of decision making is one of the purposes/goals that is claimed to justify the need of public participation (Innes & Booher 2004). In this regard, it is argued that public participation improves the quality of decision making through facilitating the contribution of community-based knowledge, information and insight that would not have been available otherwise (Ashford & Rest 1999, Beierle 1999).

Public participation improves decision making in different ways. Authors like Fiorino who argue that important information is obtained from public involvement which otherwise can be overlooked in technical analysis alone (Darnall & Jolley 2004). Similar point is made by Beierle (1999) who believes that public participation improves the quality of decision making by increasing information and public perspectives and preferences. This point is further evidenced by other authors who contend that “Citizens can improve the substantive quality of decisions in a number of ways, such as identifying relevant information, discovering mistakes, or generating alternative solutions that satisfy a wider range of interests (Beierle & Cayford 2001).

Similarly, based on different empirical evidences, Beierle (1999) has identified some indicators that help to evaluate the success of this goal. Accordingly, he considers the followings as the major ones. These are the satisfaction of involved parties with the

outcome of the decision making relative to the likely non-participatory outcome, the generation of new alternatives in the decision making process, identification of new opportunities for trade-offs or compensation between parties, and achievability of decisions technically, financially, or otherwise achievable.

#### **2.5.4. Incorporation of Public Values into Decision Making**

Similar to the goal of increasing public knowledge, this goal also provides information. But in this time the information is to provide to the agencies. Ideally it is believed that the existence of public organization is to serve citizens in providing public goods and services. On the other hand, the proponents of public participation argue that the provision of goods and services shall be based citizens' needs and preferences rather than expert-driven (Beierle 2002, Gaventa 2003, Irvin & Stansbury 2004, Petts & Leach 2000, Rowe & Frewer 2004). It is from this point of view that the importance of educating or informing public agencies arises.

The benefits of incorporating public values into decision making are many. Some argue that it enables to formulate better policy or decision making that is based on citizen preferences and thereby improves support from public, which might create less divisive, combative populace to govern and regulate (Irvin & Stansbury 2004). According to these authors the incorporation of public values grants legitimacy to agencies; increases trust in institutions; and facilitates smooth implementation as decision is grounded in citizen preferences.

To this end, Beierly (1999) suggests that "in order to give the widest range to discussions about values, assumptions, and preferences, all of the affected stakeholders should be included in the process" (p. 7). Likewise, some of indicators provided by him to measure this goal are the usage of information from the public participation process to inform or review analyses or decisions; the feeling of public on the impact of their information on decisions; provision of acceptable justification to public where their input have not been incorporated; the inclusion or representation of all reasonably affected parties, particularly those with no formal organization; representation of participants in reflecting the larger "public" they were expected to represent, and mechanisms of holding participants accountable to the community which they represent.

#### **2.5.5. Reducing conflict**

According to Davies (1998) this goal is based on the argument that "collaborative decision-making is more likely to result in lasting decisions which increase aggregate benefits for the parties involved." Beierle (1999) explains that public participation reduces conflict through creating dialogue among concerned parties. He further notes that "Even if parties cannot resolve a particular issue, the process ought to help participants understand the goals and perspective of others by fostering communication and building relationships."

Similarly he provides some points to be considered in measuring this goal. In this respect, reduction of political or public opposition to decision making; reduction in litigation; stability of agreement over a period of time; the mechanisms of re-negotiation and

discussion as information and situations changed; the improvement of the image of the agency (perceptions of trust, competence, etc.) in such a way that future issues may be easier to deal with, and the improvement of communication and/or cooperation among interested parties during and after the process are the major ones.

#### **2.5.6. Achieving Cost-effectiveness**

As Beierle (1999) notes that this goal addresses the appropriate use and scope of public participation mechanisms. This means that it analyses the costs-effectiveness of conducting public participation mechanisms from the point of view of the first five goals. To this end it assesses the participation mechanisms in terms of money, time, risk, and opportunity cost. To him, the public participation programmes have to justify their added effort in achieving the specified goals.

The proponents of the “social goal” have tested the components of the goal in applying to different participatory processes. In conducting the evaluation, they surveyed 239 different cases of public involvement in decision making since 1970. In most cases they did not employ the last component of the social goal which deals with achieving cost-effectiveness. The justification is hardly found that why the authors have not employed this goal. The following explanation can evidence this:

“ The range of social goals reflects the reality that public participation is expected not only to keep government accountable, but also to help agencies make good decisions, help resolve long-standing problems with conflict and mistrust, and build capacity for dealing with future problems. These new demands translate into five social goals, which we use as criteria for evaluating the public participation case studies” (Beierle & Cayford 2001).

#### **2.5.7. Contextualization of the Evaluative Framework**

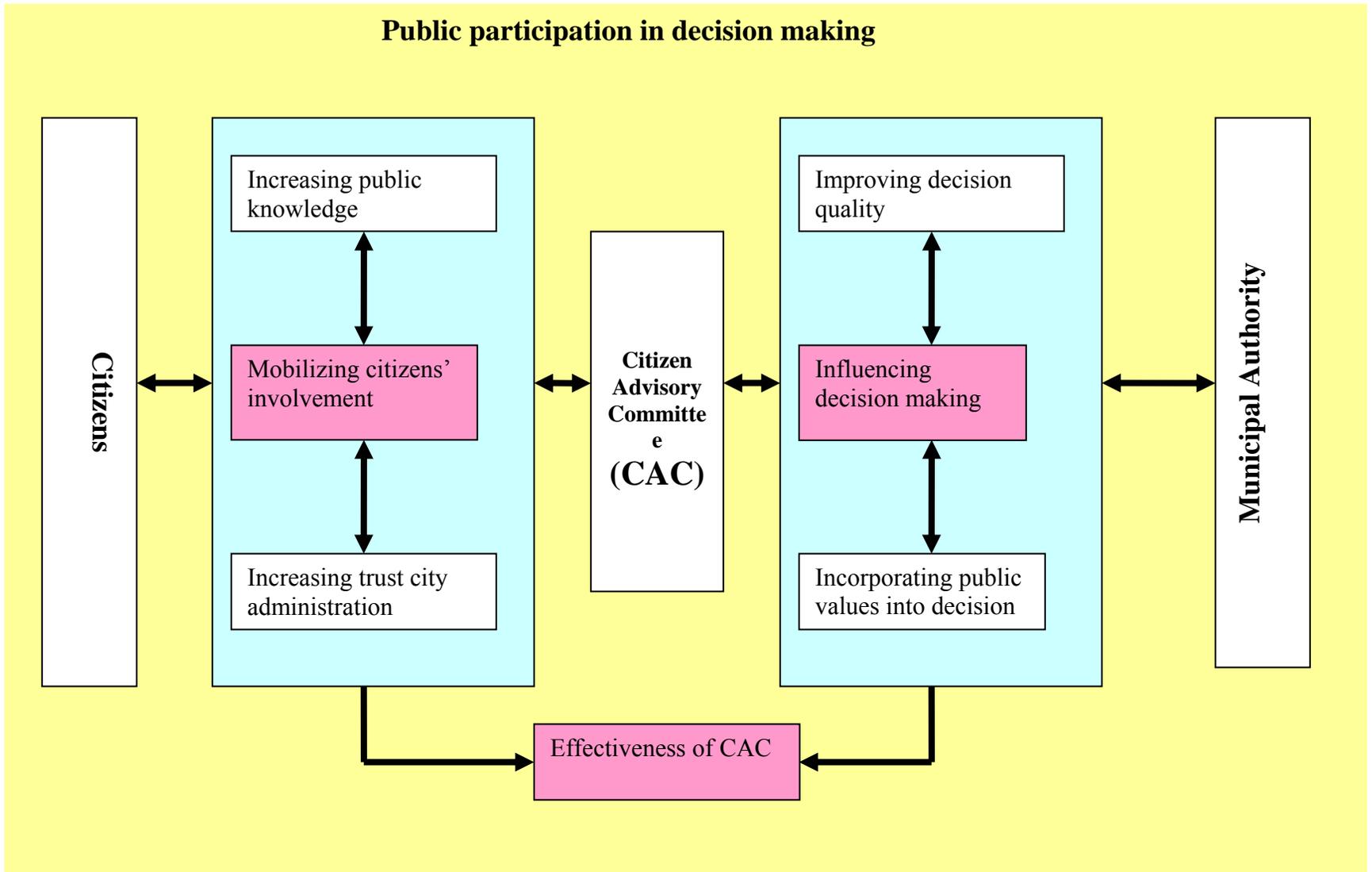
This study gives much attention to “*social goals*” evaluative framework as it has selected the framework for measuring effectiveness of the subject understudy. However the author does not dare to conclude that this framework is the only and best fits of the study. Even those who developed the framework do not assume that way. This can be witnessed when they state “finding a definitive answer to the question of what is the ‘right’ way to evaluate public participation is neither likely nor desirable. Each approach to evaluation poses-and hopefully answers-interesting questions that collectively inform our understanding of this complex social process”(Beierle & Cayford 2002).

But there are still reasons why this evaluative framework is important for this study. As it deals with the goals of both sponsoring bodies and public it helps both parties to learn from the interaction. In author’s opinion, this seems suitable for the situation like Ethiopia where each party shifts blame toward one another rather than discharging their own roles. Secondly, this framework has been tested in similar and other participation mechanisms. In this regard, Row and Frewer (2004), for example, have documented vast and different evaluating criteria among which those of Beierle and Konisky have been underlined. According to them, Beierle and Konisky (2000) have employed three criteria of the “social goals” approach ( incorporating public views into decision making,

resolving conflict among competing interests and restoring trust in public agencies) to evaluate 29 exercises, mainly of citizen advisory groups. Similar witness is given by Davies (1998) when he states “We have elected to evaluate participatory programs using six “social goals” which can be applied to many different types of participatory mechanisms.” Finally as it identifies weaknesses and strengths of different participation mechanism through the process of application and thereby links the potential goals that suit a specific mechanism. This is an opportunity for the author to select the goals that suit the subject under study.

Of the six social goals, which altogether constitute the framework, the first four (educating and informing the public, incorporating public values into decision-making, improving decisions quality, and increasing trust in institutions) have been adapted. This accounts for firstly, to benefit from what has been documented as the first four goals have been widely used and tested. Secondly time, effort and resource available to conduct the evaluation have limited to dwell on the first four goals. Based on this idea and the ultimate goals of Citizen Advisory Committee, a model has been developed to structure the research and discussed below.

Fig. 2.3 Model for evaluating effectiveness of CAC



The figure depicts that there are three bodies namely, citizens, advisory committee and municipal authority in the decision field. Theoretically the three bodies do play their roles in complimenting each other to achieve the main objective, promotion public participation in decision making. The CAC, which is the main concern of this thesis, is intended to bridge the two bodies through *mobilising public involvement* on one hand and *influencing decision making* on the other. These two variables are the main objectives of the CAC and their success is resulted in *effectiveness of the CAC*. According to this model, the three variables, mobilising public involvement, influencing decision making and effectiveness of the CAC are evaluated by the four elements of the “social goals.” To this end, the operationalization and transformation of the variables into indicators is necessitated. Accordingly, as is observed from figure 2.3 the objective of CAC specified as mobilising public involvement is measured by the two of “social goals” (increasing public knowledge and increasing trust in city administration). Likewise the second purpose is treated against the other elements of “social goals” (incorporating public values into decision making and improving decision quality). Operationalization of the variables is discussed below.

### ***A. Mobilising public involvement***

#### **a. Increasing public knowledge**

In increasing public knowledge the CAC has two roles. The first is to educate its own members so that they can develop technical competency to provide alternatives in decision making process. The second deals with educating public to mobilize the involvement of wider public. Based on these assumptions, the success of this variable is measured by the following indicators:

- Percentage of CAC members that have been provided with background material necessary to discuss and decide on issues
- Percentage of wider public reached through interaction with CAC members
- Feeling of public of having sufficient knowledge to contribute to deliberations and decision-making

#### **b. Increasing trust in city administration**

Based on revision of different studies that conducted on trust, Long & Beierle (1999) conclude that though it is far easier to lose public trust than to regain, one of the most effective ways to regain public trust may be to involve and empower the public in decision making. To this end, the role of CAC is assessed in terms of its effort in building public trust in the municipality.

- The confidence of public in the CAC’s ability to influence decision making of the city hall
- Public feeling in CAC’s capability in serving public interest
- The degree of freedom that CAC has to define issues, question technical experts, dispute evidence and shape the agenda
- The feeling of CAC about allocation of sufficient resources to the committee, including resources for education and preparation on factual and analytical issues

- Priority and recognition of CAC by municipal authorities

## **B. Influencing decision making**

### **c. Incorporating public values into decision-making**

In this case the table of education is turned around to public officials. The role that the CAC is expected to play is to do with how it educates the municipal authorities about public values and preferences.

- The establishment and implementation of process and procedure for exchanging information with both public and municipal authorities
- The feeling of CAC members that their recommendation and advice is considered in decision making by municipal authorities
- The inclusion or representation of all reasonably affected parties, particularly those with no formal organization
- Mechanisms of holding participants accountable to the community which they represented

### **d. Improving decision quality**

It is believed that Citizen Advisory Committee/Committee is not only the source of public values and preferences but also the sources of innovative alternatives (Long & Beierle 1999). In this regard, analysis is made to assess whether the CAC has improved government decisions by providing alternatives or relevant information.

- The provision of valuable information by CAC that can improve municipal authorities' decision making
- The generation of new alternatives by CAC
- The satisfaction of CAC and municipal authorities in decision making process

The summation of the measurements of the four “social goal” would then be resulted in the *effectiveness of CAC*.

## **2.6 Conclusion**

The theoretical review shows that despite the difficulty and complexity of the subject, public participation is getting wider recognition. The consideration extends as much as thinking of development is “for and by people.” However, it also notifies that public participation is the concept stretched between two extremes of perceptions. On one end, it is perceived as entailing initiatives in which the sponsors require some form of public input while in another extreme it is assumed that people can influence and control over what matters to their lives. There are a lot of perspectives ranging from representation, administrative outlook through direct participation that fall in between the two extremes. On the other hand, it was also observed that the public participation is the whole mark of these perspectives. The perspectives influence not only the conceptual understanding but also the attitude of sponsors and the way how to conduct public participation in development efforts.

The literature review has also provided that there has been a growing interest in examining whether or not the efforts of public participation have been successful. Despite the growing interest of public participation in decision making, there remains a limitation in developing consistent framework for evaluating public participation. This starts from what it means and supposed to fix. On the other hand, it has been noticed that finding a definitive answer to the question of what is 'right' way to evaluate public participation is neither likely nor desirable. To this effect, it has been discussed that evaluative framework in public participation can be categorised into process-based, outcome-driven and user-based methods. Of these frameworks, the "social goals," which is among the outcome-driven category, fits the evaluation of subject more likely than others in that it has been applied and tested in similar types of participatory mechanisms. Out of the six components of this framework, four have been adapted and translated into fifteen indicators to measure the effectiveness of subject understudy.

Based on this assumption and theoretical perspectives the following chapter, which deals with the description and analysis of the subject, is devoted to link the selected framework and what is perceived on the ground. The operationalised indicators are then measured against the "social goals." The outputs are discussed and analysed in detail.

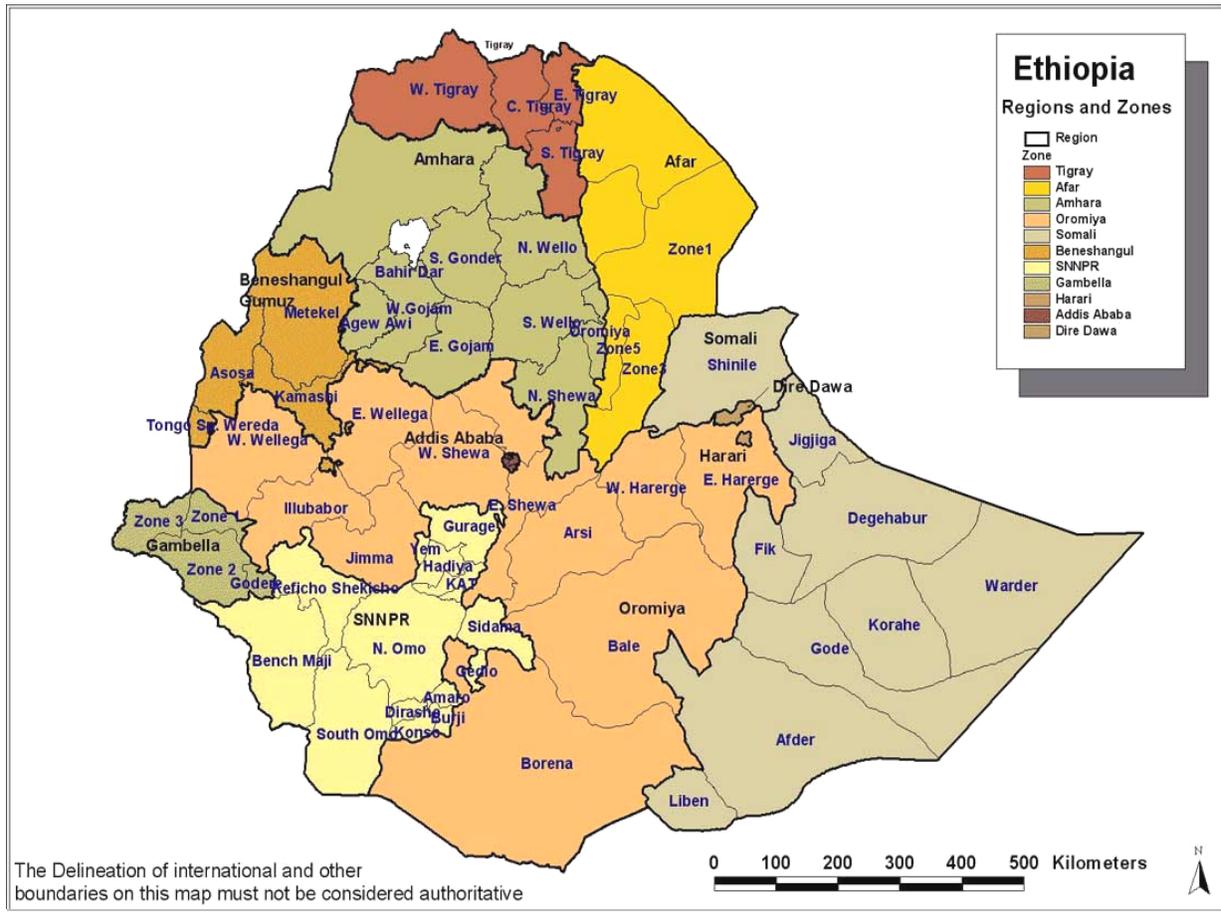
### **3. Evaluating the Role of Citizen Advisory Committee in Practice**

The main purpose of this chapter is to analyse whether what the literatures provide in evaluating public participation works on the ground or not. Towards this end, it deals with three main sections. The first section of it provides information about both the city under study. The second part assesses some aspects of CAC that have an influence on its success. The third section describes and analysis the results of findings. It begins with the overall socio-economic data and follows on discussing the results of measurement against each “social goal” discussed and contextualized in the literature review. Each “social goal” is analysed either quantitatively or qualitatively by the information collected from the citizen, CAC members and municipal authorities.

#### **3.1. Background Information of Adama City**

Adama city is located in the central part of Ethiopia. It is found worthwhile to start with background information of the country so that the readers can have more information about the city. Accordingly, Ethiopia is situated in the horn of Africa, that occupies a total area of 1, 127, 127 sq. km and shares boundaries with Eritrea, Kenya, Sudan Somalia and Djibouti. The total population of the country is estimated to be 75, 067,000 in July 2006. Of this amount 83.8 % are living in rural areas where as only 16.2 % of the total are urban inhabitants (CSA 2006). While its population still remains substantially rural even by standards of low income countries, it is emerging as one of the highest urban growth rate which is estimated to be 5.6 % at the same year. This and other information indicate that a shift of human settlements to urban areas become a reality.

### 3.1 Map of Ethiopia



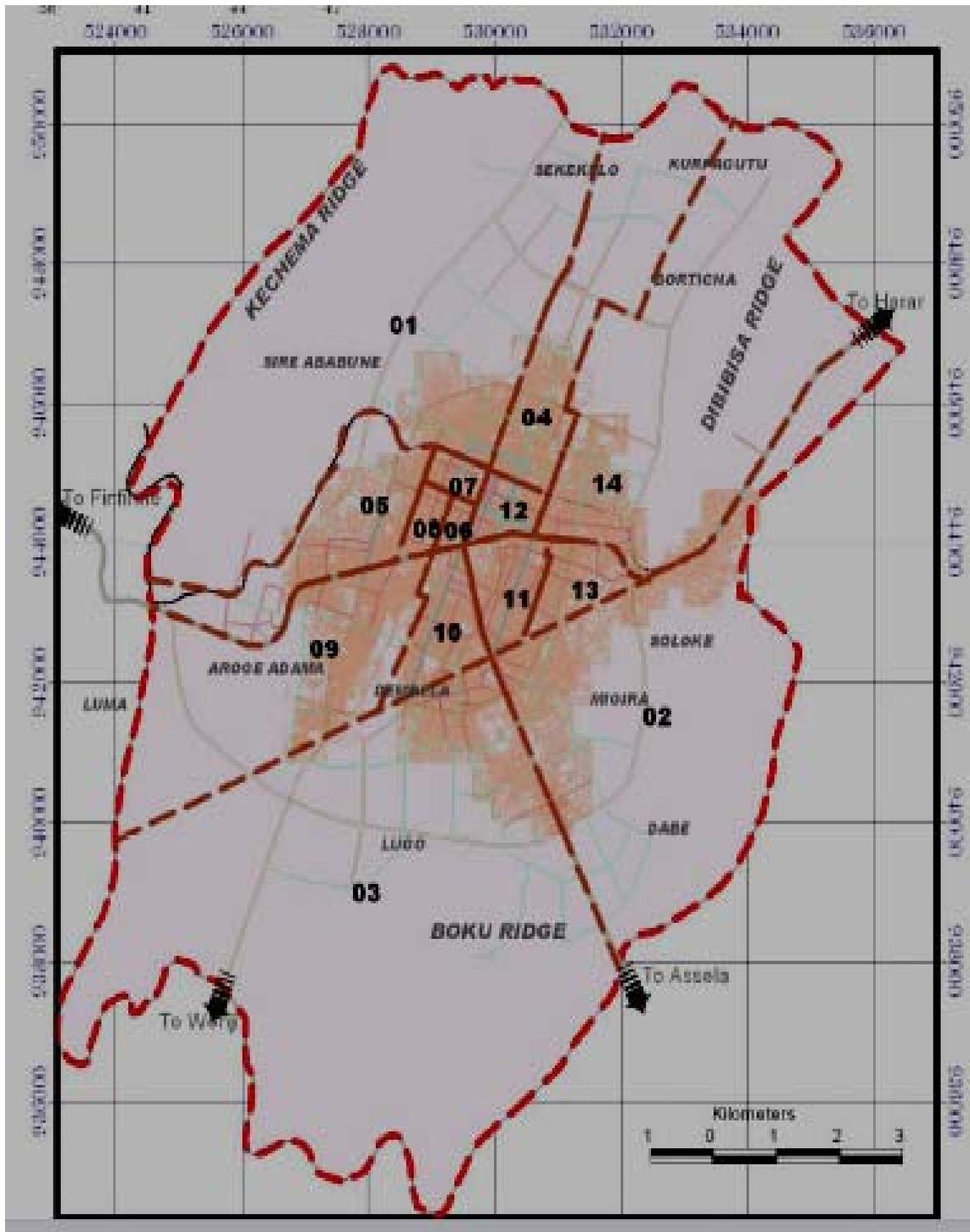
Source: <http://www.usaidethiopia.org/>

The government structure is based on the federal administrative system that comprises of nine regional states and two city administrations. Among these Oromia, where Adama city is located, is one of the largest National Regional State. It is the most populous region with a total population estimated to be 26, 553,000 in July 2006 (CSA 2006). While the regional state accounts for 35.3 % of the total population of the country, it also shares 40 % of the urban areas found in the country (Solomon et al. 2003). Of those cities found in the region, Adama is not only the largest but has also been considered as a capital of the region until recently.

Adama is one of the towns in Ethiopia which started as a small rail way station and gradually developed to its today's stage (NUPI 1995). The historical profile of the city indicates that **Adama** was established 90 years ago (in 1916) (APO 2004c, NUPI 1995). According to the reports from National Planning Institute and Adama Project Office, Adama is equivalent to "Adammii" in Oromiffa, the language spoken by Oromo national and is meant to cactus. Sixteen years later on it was named after **Nazareth** by Emperor Haile Sellassie and known by this name for more than half a century. Though the Oromia National Regional State proclaimed the law

that adapts the original name of the city, people still continue using the two names interchangeably. While the natives call it Adama, the others prefer to call it Nazareth.

**Map 3.2 Location Map of Adama City**

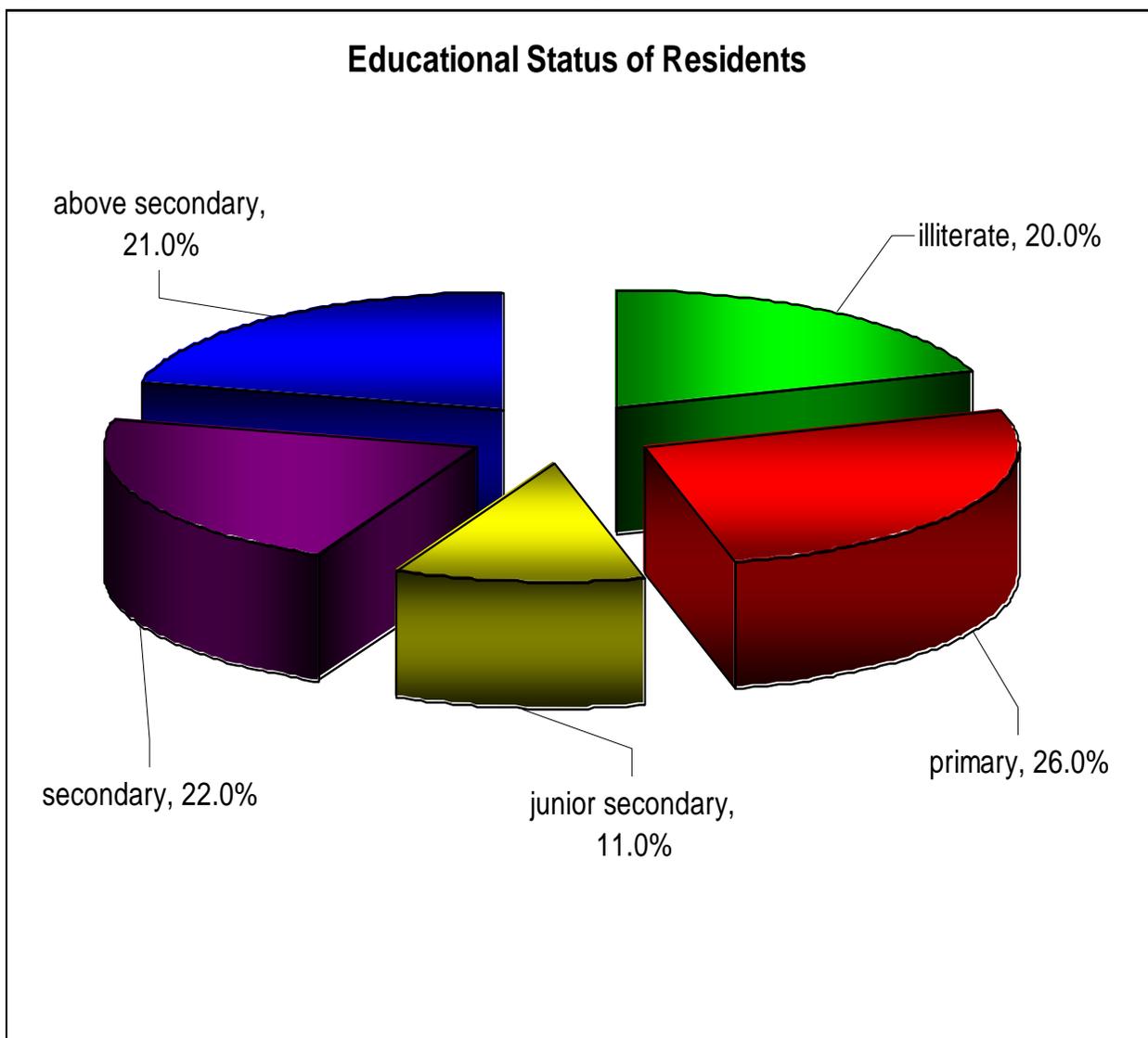


Source: Adama Project Office (APO 2004b).

The city is, following Dire Dawa and Addis Ababa, a third most populous in Ethiopian urban centres with a total population estimated to 228, 361 in July 2006 (CSA 2006). This amount of

population is living in area covering 43.2 square kilometres. The breakdown of the population into ethnic composition shows that 44.4 % are Amharas, 26.2 % are Oromos, 11.1 % are Guraghes, 7.3 % are Tigreans, and the remaining belong to other ethnic groups (APO 2004a). The annual growth rate, which accounts for 5.1 % indicates that it is a fast growing city. The growth rate is mainly caused by migration than natural increase. According to Adama Project Office the driving forces of the migration are the hope of getting employment opportunities, the relative betterment of social and economic development. With regard to education of the city, the following figure explains the situation.

**Fig 3.1 Educational status of residents of the city**



Source: (APO 2004c)

As it has already noted, the city occupies a total area of 43.2 square kilometres, of which informal and formal settlements constitute 30 % and 70 % respectively. This makes the city to

stand in the first position in the country in leading Addis Ababa and Dire Dawa. The following map shows this situation.

**Map 3.2 Location and Informal Settlements in Adama City**



Source: Adama Project Office (APO 2004b).

According to Adama City Chambers of Commerce its vicinity to the capital of the country-only 100 km far away, its location at the heart of the country, tourist gateway to Rift valley parks, resorts and hot springs, the prevalence of extensive construction activities, its situation along rail way to Djibouti and at major trunk of road traffics, and its convenience for conference tourism play important role in attracting the business (ACC 2005). This has both opportunities and challenges to the city. Such comparative advantage links the city with surroundings in terms of cattle fattening, live stock raising, cotton plantation and sugar farming (APO 2004c). On the other hand, the attractiveness of the city has pulled not only the business but also the labour force from rural areas that is either be deceived by the superficiality of the city or hope of getting job that sustain its live. However, this situation has posed many challenges of which informal settlement and activities are cited as the major ones (APO 2004c).

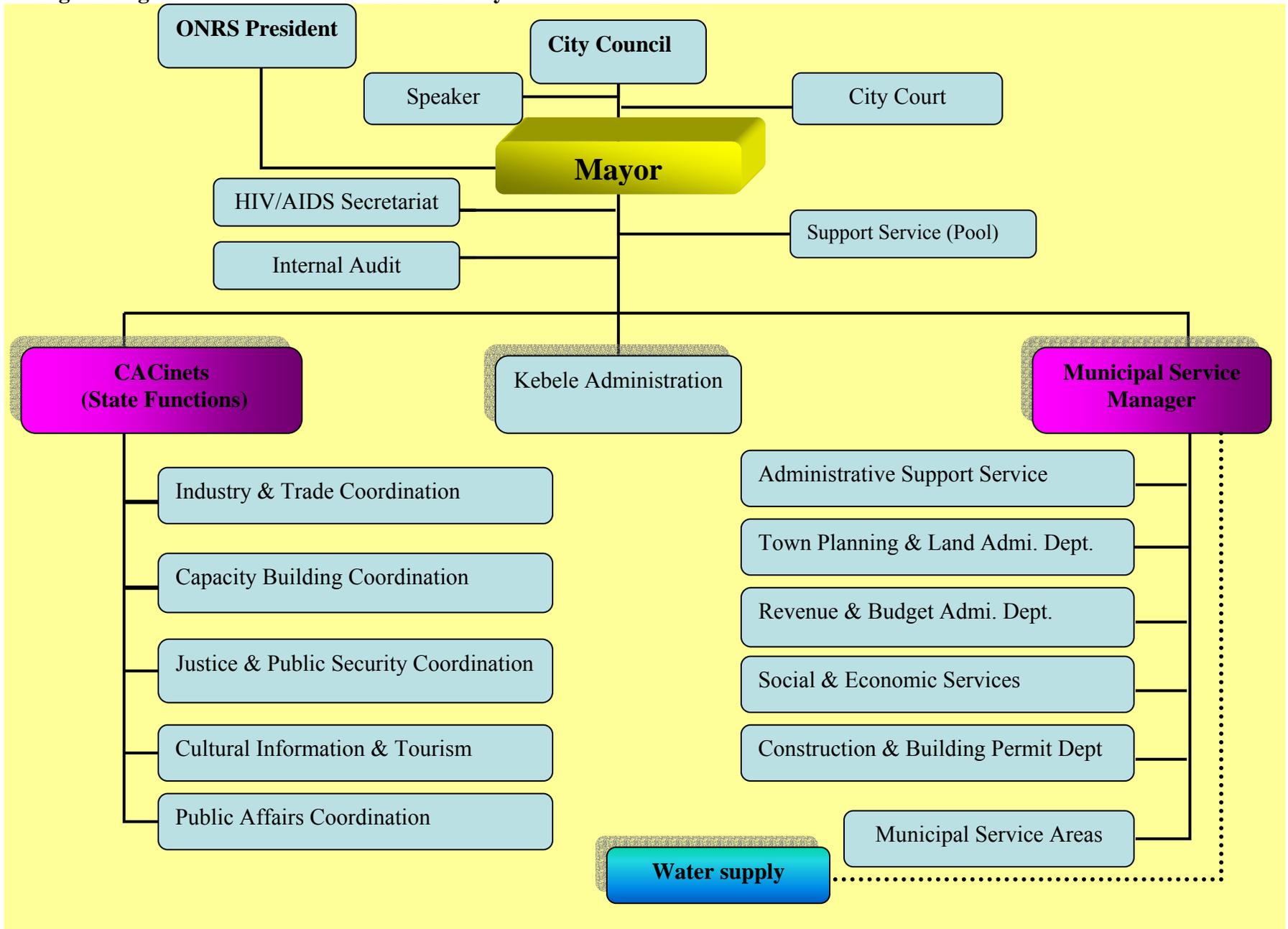
Like other major regional states of the country, Oromia has claimed the urban reform in its cities, including in Adama, to respond to the citizens' demands, to benefit from the comparative advantage of cities and their contribution to urban-rural linkage, to separate the mixed up of power and to fulfil what the constitutions of both the country and the region demands (Meheret 2002, Solomon et al. 2003, Tamirat 2002). Broadly speaking the reform has put the emphasis on governance which includes among other things administrative system, local economic development and service delivery reforms.

The administrative structure of the city has been organized along the line of two main functions, the "state" and "municipal" functions. While the state function refers to those functions like industrial and trade promotion, justice and public security cultural information and tourism enhancement, public affairs and kebele administration, and the municipal functions deal with the traditional duties that include provision of infrastructure and services, revenue collection and administration, town planning and implementation, designing and construction of projects. The state function is vested in Cabinet of the city (Oromia 2003). Even though the Urban Local Government proclamation of Oromia declares that the members of Cabinet including mayor shall be elected on the basis of Kebele (village) of respective city, some of the Cabinet members were elected either by rural villages or by other cities. The city government structure takes the form of "**Council-Mayor**" model in which the mayor is elected from within the council and exercises executive authority. However, the council is yet to be elected and in place where as the mayor was appointed by the regional state. In accordance with the proclamation no. 65/2003, article 18/1, the mayors are directly accountable to the president of the regional state and city council. With regard to the Adama city, the vertical accountability is not in conflict with the proclamation. The mayor exercises both state and municipal functions. He is also entitled to hire a manager who is responsible for municipal functions.

#### **Picture the Mayor of Adama City**



**Fig 3.2 Organisational Structure of Adama City Administration**



In order to operate both the state and municipal functions the human resource capacity and working system is very important. However, here it is not to analyse this but to describe briefly how the city administration is staffed. The data obtained from Adama Project Office is summarised in the table below.

**Table 3.1 Human resource capacity**

Departments/Sectors	Man power gap (%)			Gender (%)		Education (%)				
	Planned	Existed	gap	M	F	≤ 12	vocational	diplo ma	BSC /BA	Masters
State sectors	45.7	27.8	17.9	92.2	7.8	86.5	0.89	6.27	5.82	0.44
Municipal services	33.3	23.8	9.5	84.6	15.4	76.3	8.05	9.4	5.68	0.47
Court	6.2	4.4	1.8	58.8	41.2					
Water supply	14.8	9.3	5.5	70.4	29.6	Educational status for this category is included municipal services				

### 3.2. Assessment of some aspects of Citizen Advisory Committee

According to the city administration, the Adama city is one of those cities which are undertaking restructuring to promote social and economic development and to enhance “democratic governance.” The mayor of the city further explained this situation when he stated that the city has considered public participation as one of its main concerns in order to realize the restructuring. Moreover, he underlines that the city, based on this concern and experience from Addis Ababa city, has adopted Citizen Advisory Committee (CAC) as a mechanism for involving citizen in decision making. The mechanism was previously adapted by Addis Ababa city while other cities like Adama followed it. The CAC was established in 2004 to serve as a bridge between public and municipal authorities. In order to discharge this role effectively it has formulated two main objectives. Firstly, it is to articulate the public preferences and needs through mobilizing and involving citizens. Secondly, it is expected to make influence on the decision of the city hall towards the preferences of public. According to the mayor of the city, the other purpose for establishing the CAC was to legitimise the decisions made by the authorities. The authorities were not directly elected by residents of the city but appointed provisionally to act with capacity of executing power until the envisaged election will be conducted. To him, the CAC is then assumed as the only means to represent the city council to fill the gap.

To this end, the following sections analysed some aspects of CAC that have an influence on its success in promoting public participation in decision making.

#### 3.2.1. Legal Framework

The importance of bestowing legal personality upon the CAC is inevitable so that it can carry out legal acts. In recognition of this importance, a brief discussion of legal framework is therefore presented as follows. In the provisions of municipal

proclamation no 65/2003, there are many articles which implicitly or explicitly support the establishment and act of the CAC. However, it is suffice to cite two articles in the provisions of the aims of cities, which are indicative of the direction that the cities follow. Accordingly, while art 7/1 stipulates that the aim of cities is to “ Promote self-rule or community governance by encouraging the involvement of residents in the overall activities of the city and to facilitate conditions in which residents benefit from the development,” the art 7/7 decrees that the cities are to “promote close resident-government relationship and strengthen partnership with varies bodies and the community” (Oromia 2003). Based on these and other articles of the proclamation the city administration adapted regulation no/2004, which states that programmes and budget proposals have to be deliberated by CAC before proclaimed for implementation (Adama 2004). Besides this, the city wide/policy level committee is to carry out the duties and responsibilities provided by the regulation over to it. Accordingly the followings are summary of these:

- Conduct study and generate alternatives for decisions of the city administration in accordance with ensuring sustainable development and securing active participation of the citizens
- Mobilise the wider public to participate actively from planning stage to implementation of development activities of the city and thereby ensure the ownership of the public
- Advise the concerned bodies to ensure that the type, quality and quantity of services delivered to the residents are up to standard and sustainable
- Serve as a forum where residents of the city could organise themselves and increase their active participation in the realisation of development and good governance
- Create conducive environment for the sub committees through building their technical capacity by training and improving working system
- Ensure the ownership of the public and organise technical capacity to deliberate decisions.

It is possible to understand from the discussion of the regulation that it provides ample opportunity for active participation of the citizens. A point was raised during the discussion with the CAC members on this regard to clarify whether they have similar understanding. It was proved that most of them were aware of the benefits the regulation. Similarly they also found that this has not influenced their duties in discharging their role.

### **3.2.2. Institutional setting**

The CAC was established both at the city and Kebele level. The city wide/policy level committee has created 15 subcommittees to inform it about more technical aspects of issues. For this purpose the CAC is claimed to encompass all segments of the public in the city. It is drawn from women, men, youth, elders, private, experts, NGOs, CBOs, known figures, community leaders and so on.

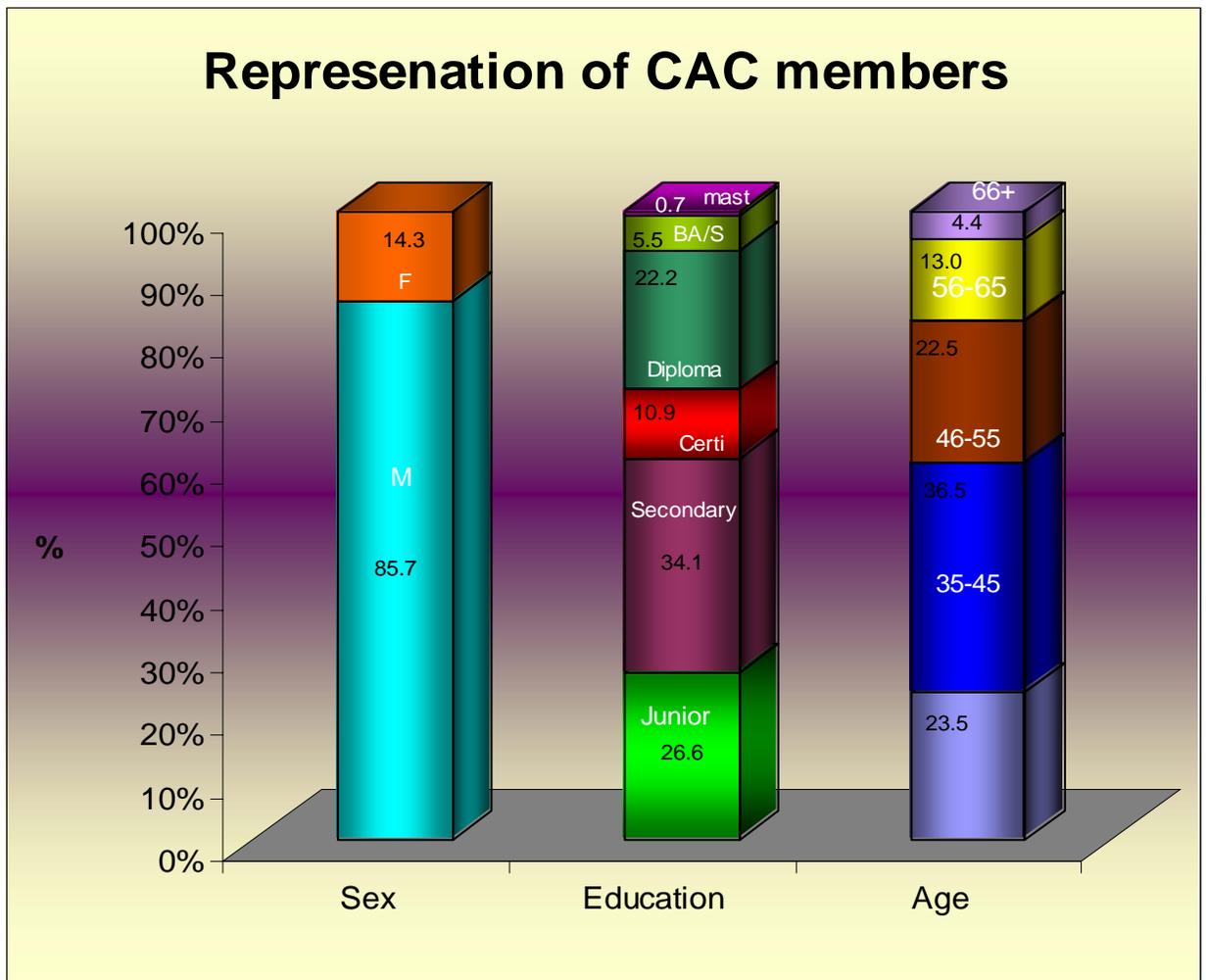
The committees have been entrusted with a range of responsibilities in 15 core competency areas:

- Local development
- Small scale enterprise development
- Education
- Health care and HIV/AIDS
- Environmental protection and Sanitation
- Women Affairs
- Sport and recreation
- Revenue and budgeting
- Service delivery
- Investment, industry and tourism
- Housing
- Safety and security
- Judicial services
- Social affairs
- Public mobilization

Prior to June 2006 when the CAC was reformed, it was organised and led by the mayor of the city. Later on it was restructured and the members were placed in fifteen subcommittees in accordance with their competency. Each subcommittee comprised of averagely 26 members. When the officials and experts from the municipality included into this amount it becomes about 400 members altogether.

As can be understood from the profile of CAC members, men and women are not fairly equally represented (out of the total size only 14.3 percent are women). In terms of age though it seems the members represent all age category, it is also perceived that they are inclined towards active labour force (15-65) than old age. As regards of education, all are literate, most of them have attended junior and secondary school, and some of them have significantly college education (which accounts for 39.3 percent). For detail description see the figure 3.3 below.

**Fig 3.3 Representation of CAC members**

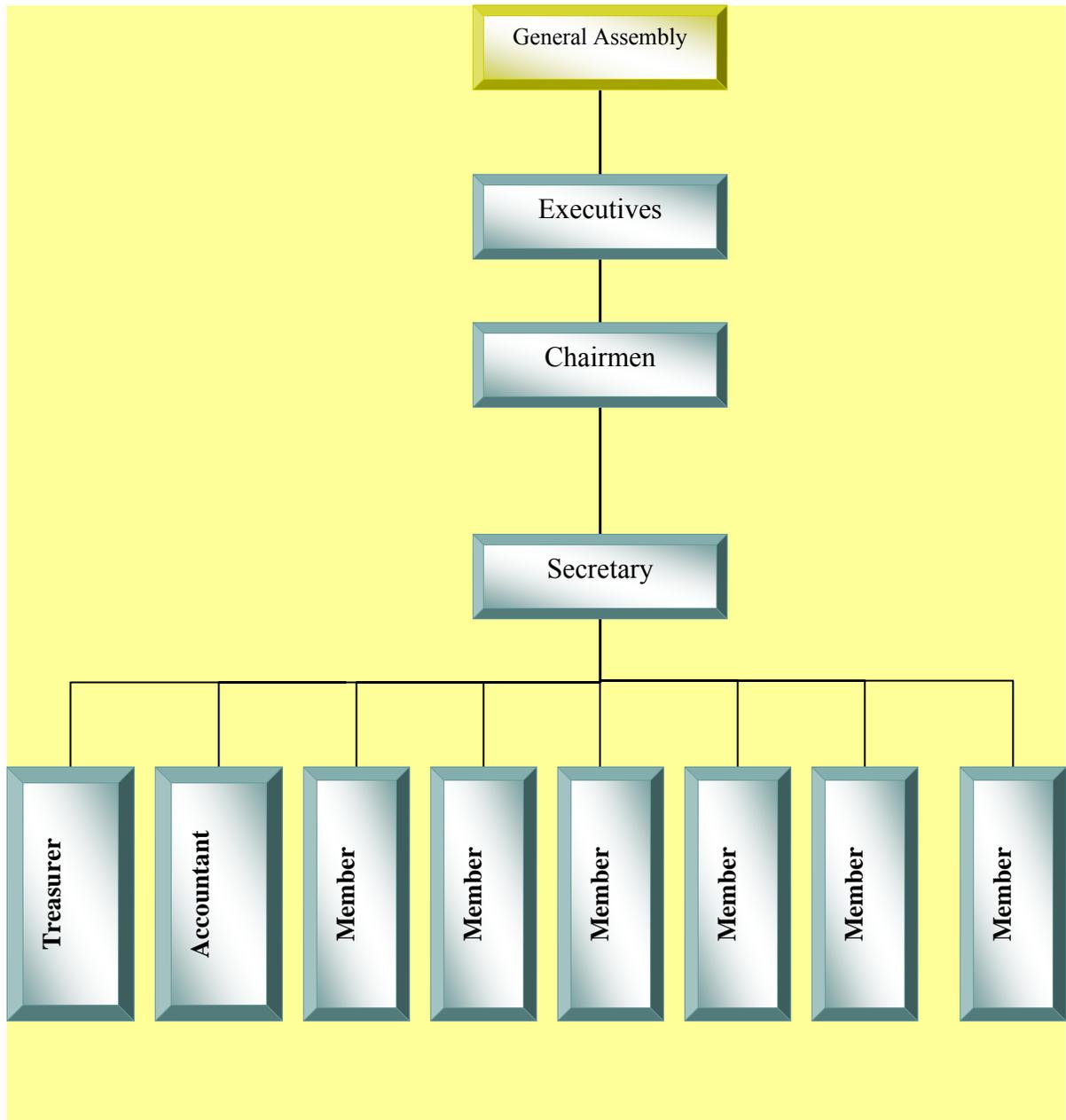


Since June 2006 the city administration has embarked on reforming the CAC. According to the mayor, the driving force for this initiation was to separate the role envisaged of the members from their political intention. As he mentioned during the interview, some members deviated from their role and affiliated with the opposition parties as a partisan while they were advising the city. He also noticed that when he stated “still we are eager to work with them as they have the right to support any party. We called up on them to continue their job even after the election. Yet they refused to appear as they were embarrassed to work with us. Hence the solution we preferred was to reform the CAC so that we can employ it as intended.” What can be possibly deduced from this explanation is that the main reason for reforming was to filter the suspected CAC and filled with the supporters of the municipal decisions making process on one hand and the difficulty that the CAC had in political participation.

The newly reorganised CAC is not as such different from the previous except for the membership. Their role remains to be to advise the city administration in terms of trust building, conflict resolution and developmental activities. This time the

structure of the CAC is not attached to the municipal leadership but established as independent entity. According to its memorandum of understanding the new members become more likely to be elders and drawn from the ethnic groups, including the minority groups of the residents (CAC 2006). In accordance with this memorandum, the new structure of the CAC takes the following form.

**Fig 3.4 Organisational Structure of newly Reformed CAC**



This structure shows that the CAC has 11 executive members discharging its duties and responsibilities. Even though this structure illustrates that the CAC is organised independently when compared with the previous, it is still dependent in some cases on the city administration for its operation. One of the areas where it needs much the

support of the municipal administration is financial resource for running the operation of the CAC. During focus group discussion with the executive, the researcher was informed that much budget will be expected from the city administration while some amount is expected from civil society. This justifies of having the treasurer and accountant in its structure.

In general, when the institutional setting was assessed, it was found that the previous structure, prior to reorganisation of CAC in the present form, had some influence on the success of CAC. The description of this has been presented in the “analysis of social goal.”

**Picture 3.2 the Executive Committee of CAC**



### **3.2.3. Resource Dimension**

In this regard, the resource dimension deals with finance, material and time devoted to the operation of CAC. To start with financial resource, both the city administration and the CAC members have been asked whether or not sufficient budget has been assigned for the public participation. Both informants endorsed that there was no such budget that has been earmarked by the city administration since the establishment of the CAC. However, it was understood that some amount of money was spent for overhead costs like meetings. But as this was not ear tagged for public participation alone it was not possible to analyse the sufficiency of financial resources for this purpose. However some members of the CAC indicated

this had an influence on mobilising the citizens to participate in the activities of the city administration. When it comes to material resources, particularly the office and furniture, the CAC had no such resources on its own. However, after reform, it has got an office with furniture from voluntary member. As regards time dimension, one indicative is the time devoted to public participation both by the CAC members and the city administration. The number of meetings to mobilise discusses and deliberate decisions may illustrate this situation. Even if it was difficult to figure out this due to lack of record in the city hall, both discussants and the city administration indicated that there was somewhat regular meetings before the national election (May 2005). According to them, however, the meetings have been dropped off since then.

### **3.3. Findings on the CAC Effectiveness**

This section describes the findings of survey and interviews data. It also analyses the data against the selected “social goals” for evaluating the effectiveness of CAC. This divided into two parts based on the objectives of the CAC. The first part deals with the success of CAC in mobilising the citizens to involve in the decision making of the city hall. The second part refers to the situation in which the CAC is to influence the decisions of the city towards the preferences of the public.

The description and analysis of findings were based on the data collected from the surveyed citizens, interviews and focus group discussion of CAC members, and the interviews of municipal authorities. The response rate for survey was 100 %. The reason for this was the employment of self-enumerating questionnaire method.

Before discussing in detail the findings of this research, it is important to describe briefly the profile of surveyed citizens. Accordingly, the mean age of respondents was 39.7 years, with most respondents being men (66.7 percent). Twenty five percent of the respondents had first and second cycle of education, while another 32.7 percent reported that they have attended high school. About 30 percent had higher education. Nearly 27 percent of respondents were self-employed while 37.3 were public employees. More than two-third of the respondents earned less than 1500 Birr (which is equivalent to 150 Euro) monthly income (see annex A).

#### **3.3.1. Reaction to Mobilising Public Involvement**

One of the main objectives of the CAC is to mobilise the citizens to involve in decision making of the city hall. In assessing this objective the three parties, citizens, CAC members and municipal authorities were asked their reaction towards the attainment of the objective by the CAC. To this end, two “social goals” were selected and analysed below.

##### **3.3.1.1. Increasing Public Knowledge**

In an effort to assess the extent to which the CAC has achieved the educational goal of both the wider public and of its members, several questions were posed to the CAC members and citizens. According to this “social goal”, the CAC is expected to reach

the wider public through outreach efforts so that the public can learn more general information. One of the indicators for the achievement this goal is then the percentage of wider public reached. To assess the success of these efforts, the surveyed citizens were primarily asked the question of awareness, whether or not they have heard of CAC in their city. To this end, only 20.7 % of the respondents noted that they heard of the CAC while the majority (79.3 %) did not aware of such participatory mechanism. Moreover, it was also found that some respondents confused it with Chambers of Commerce of the city. When asked, those who did not aware of the existence of CAC, what would the reasons be, almost two-thirds of the respondents felt that the CAC was not created with the aim of involving public but might only be as a “lip service” to public participation.

Similar questions were posed to the members to assess the success of CAC in creating awareness in public. Those who participated in focus group discussion reported that familiarisation programme was planned to conduct. However, the municipality was not eager in facilitating such programme. As one discussant explained, “the municipality hold back such programmes by providing simple reason that this is not an urgent.” According to discussants, the national election had also an influence on this programme. Another discussant stated this situation by saying that “it seemed that ‘everything was to the election front’ and what was going on was to facilitate the election.” Still another CAC member substantiated this view when he explained “we were told to disseminate the information about the strong side of the municipal performance on one hand and were required to collect the feedback immediately even before familiarisation.”

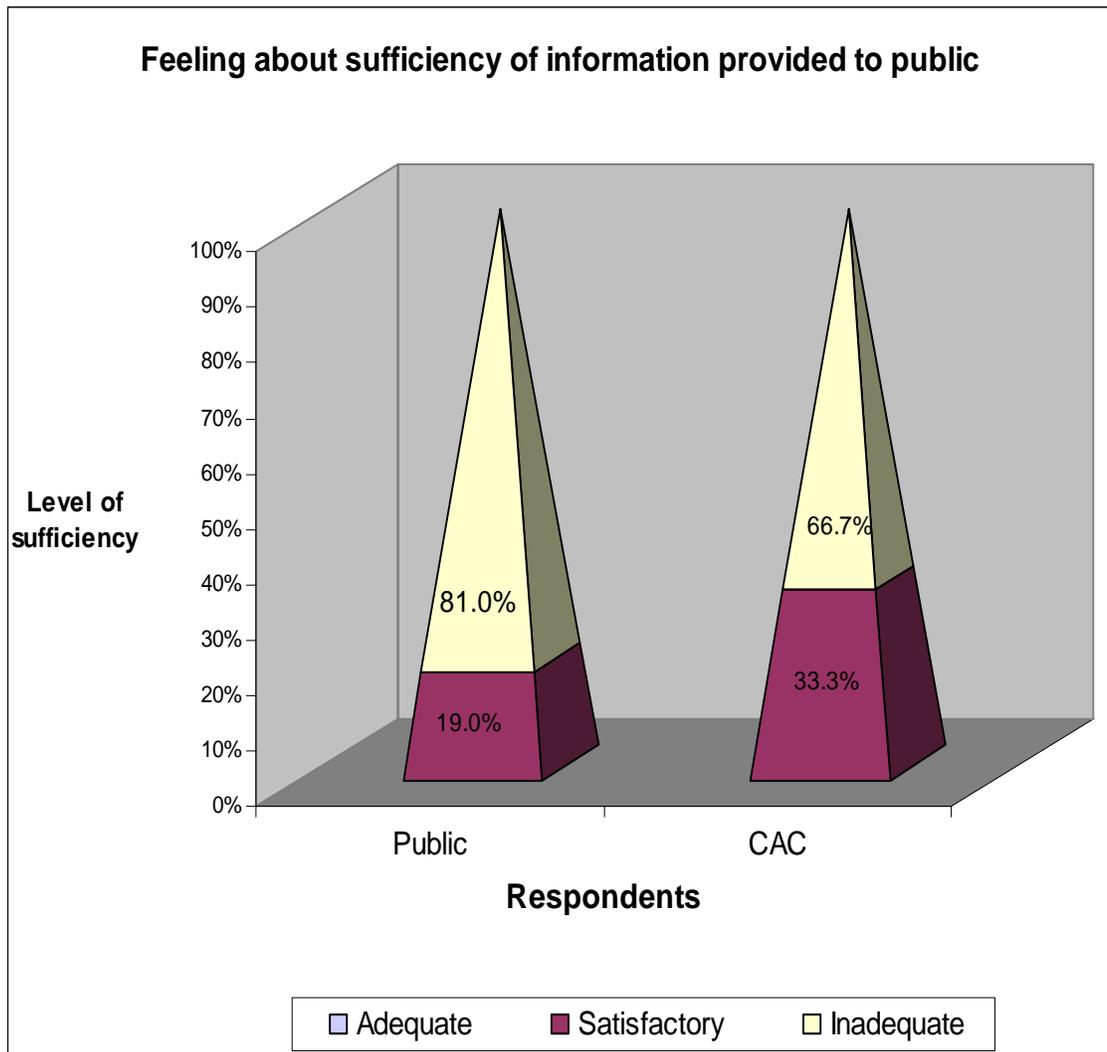
The discussants, in general, indicated they embarked immediately on providing information to the municipality on what the public feel about the municipal delivery and decision making. But they also claimed that some times they could organise forums of discussion like meetings particularly before the national election though they reached only small size of public. In order to substantiate this with figures, the effort was made to get information on the number of meetings or other outreaching mechanisms organised since the establishment of CAC and the size of public participated in those forums. Unfortunately such records were not available either in the municipality or in the CAC.

The other question related to reaching wider public with sufficient information, particularly the information provided to those who ware aware of and participated in discussion forums. As it has already been noted, researches show that sufficiency of information plays important role in motivating public to participate in decision making (OSU 2006). To this end, both the surveyed public and the CAC members were asked their feeling about sufficiency of information provided to deliberate and make decisions.

In this regard, the figure 3.5 below shows that significantly larger proportion of the respondents felt that the CAC had not provided sufficient information to the public while a small proportion of respondents reported satisfactory. When compared the feeling respondents, the public was more likely to report the information was inadequate than CAC members (81 % versus 66.7 %). And the vice versa is true for

the satisfactory of information (19 % versus 33.3 %). The common feeling was that both respondents noted that the information was not adequate at all. On the other hand, the CAC members said that the provision of information prior to meetings was unusual even in the discussion with municipality. One of the discussant substantiate this with the saying in his own language, Oromiffa, which read as “Ol kennan gadi kennani jette hin taloon,” meaning “a wife said to husband that it is only when something is given in that some other thing will be provided out in return.” By this he meant that the CAC could only transfer to the public what it learned from the municipality. According to them, the discussion agendas were only declared during meetings.

**Fig 3.5 Respondents’ Feeling of Sufficiency of Information**

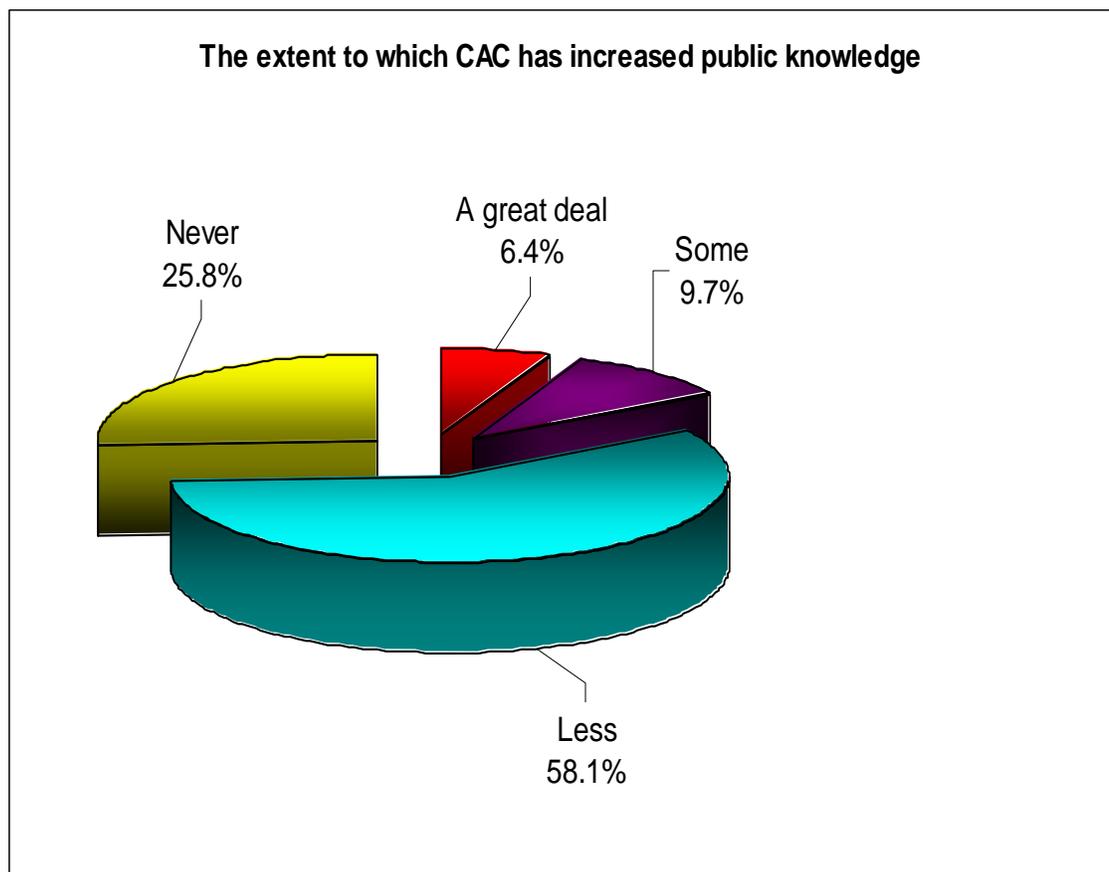


With regard to the reasons for insufficiency of reaching public, however, they felt adversely to each other. While the CAC members indicated that the main reasons were due to financial and capacity constraints, the public felt it was due to municipal manipulation mainly.

Further more, this “social goal,” was measured against public’s feeling of having sufficient knowledge that enables them to contribute to deliberation and decision making. This is the second indicator in assessing the success of this goal. To this end, three consecutive questions were posed to the surveyed citizens who were aware of CAC’s existence, and to the CAC members themselves.

To this end, the following figure 3.6 shows the findings of public respondents. The figure also depicts that the overwhelming majority (83.9 %) of the respondents felt that the CAC had played limited role, only to low extent or not at all, in increasing their knowledge about the municipal decision making process. More specifically, 58.1 percent of the respondents from the public felt that the CAC had increased their knowledge to only less extent, while 25.8 percent reported that it had never increased their knowledge in this regard. Very less proportion (16.1 %) of those who were aware and participated in the forums of CAC appreciated the performance of CAC in increasing their understanding to a great deal or some extent.

**Fig 3.6 Public Feeling of Having Sufficient Knowledge**



As discussed in the literature review, the other aspect of public education is the education of CAC members. Obviously they are expected to learn a great deal of detailed information from ongoing events within the process (Beierle & Konisky 1999). In this regard, the CAC members were asked about their knowledge of CAC’s

duties and responsibilities. It was found that almost all (93.3 %) of the discussants and the interviewed CAC members listed their duties and responsibilities correctly. This showed that the members have strong understanding of their duties and responsibilities. This led to the second question, which was posed to the CAC members to know whether or not they have developed the capacity of deliberating and making decisions within participatory process. The majority believed that this was not accounted for the participatory process but due to their accumulated experience in other organisations and their level of education. Surprisingly, it was observed that a few members from focus group discussion claimed to have developed technical capacity through learning from the deliberation process. But this group also agreed with the majority by explaining that such learning process had been reduced to non-existent since the general election. On the other hand, all of them assured that there was no any training conducted to upgrade the members' capacity.

In comparison to results from other research, the success in educating the participants (the CAC members) appeared to have fairly similar to that of outside group (wider public) as opposed to what others assessed. Beierle and Konisky (1999), for example witnessed this situation by comparing thirteen cases. They found out that educating participants was more likely successful than that of wider public (100 % versus 23 %). But in this research it was found out that the successfulness of CAC in educating both its members and wider public was at similar level. The information from public opinion and CAC members' discussion exhibited a low rate of success of the CAC in both aspects of education.

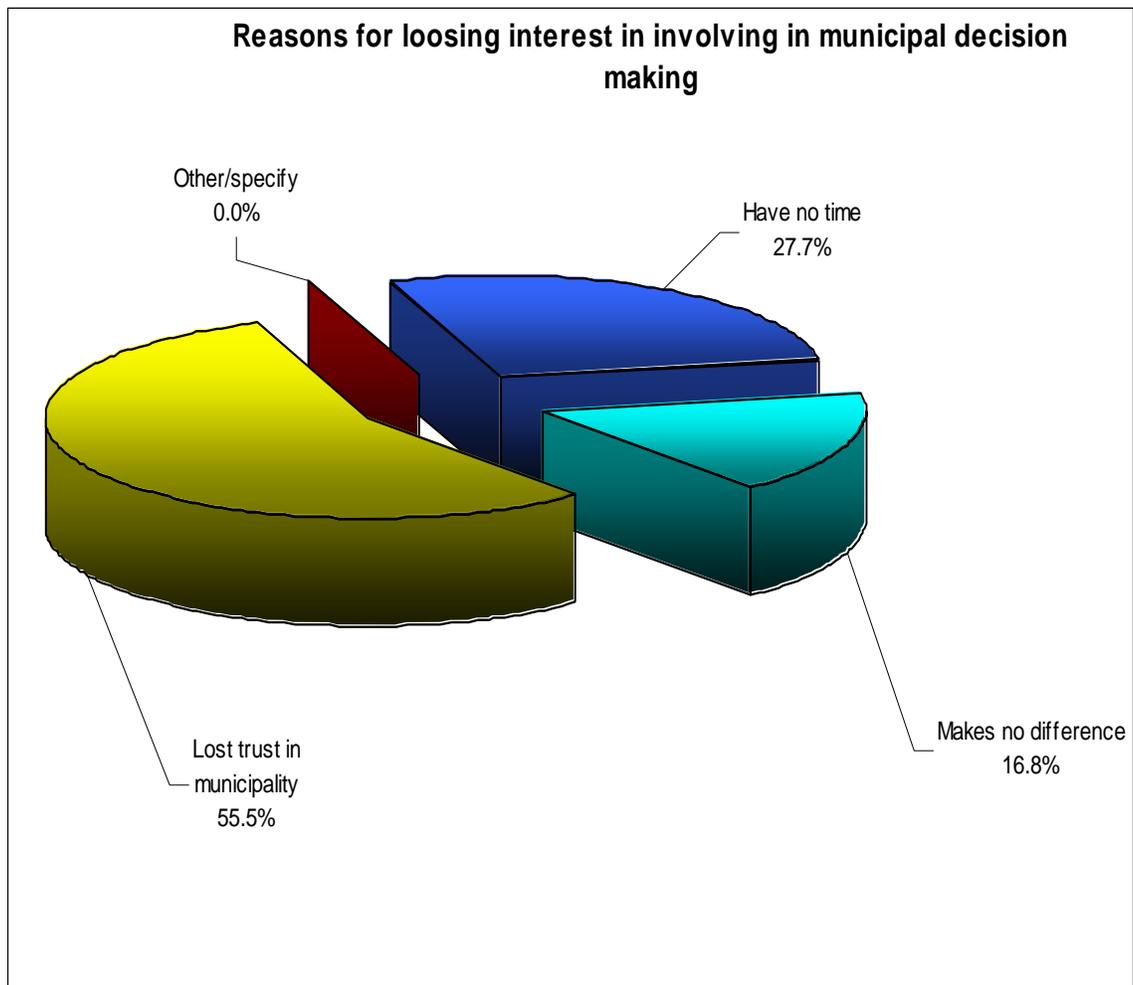
In reasoning out why this was happened, both the CAC and municipal authority, particularly the mayor justified differently but concluded similarly. The CAC members described that the means of educating the CAC members like training was not conducted to scale up the skill of CAC members, and regular meetings and reviewing of materials on which they were expected to make decisions were reduced to non-existent after the national election. On the other hand, the mayor explained that either the sectors became reluctant to build the capacity of the CAC members or some members were refused to attend the process after the election because, "they were ashamed of their political participation in opposing parties." What ever the reasons could be they all agreed up on the fact that the CAC has not succeeded in educating both its participants and wider public. And there was not found as such a difference in its performance on educating the two as is the case in other research.

### **3.3.1.2. Increasing Trust in the Municipality**

It has already been noted that this goal is the most complex of all "social goals" in analysing the public participation. It has also been mentioned that loosing trust is far easier than regaining it. And if regaining is possible it is through involving and empowering the public in decision making (Beierle & Konisky 1999). To this end, the CAC is expected to foster positive relation with community by mobilising the citizens to involve in decision making and with municipal authorities by incorporating the preferences of citizens into decision making. It is then worthwhile to assess the success of this role from the public, the CAC members and authorities' perspectives.

From this point of view there are about five indicators that have been assessed to measure the success of this “social goal.” Of these, two indicators were measured against the surveyed citizens. Accordingly, the first question posed to the surveyed citizens was whether or not they have interest in participating in decision making of the municipality. The survey showed that a slightly more than two-third of the respondents (67.3 %) were not interested in participating in the municipal decision making, while about one-third (32.7 %) indicated they had interest in participation. Further question was asked the respondents to know whether their justification for losing interest was related to trust in the municipality. Accordingly, the respondents had no interest in participating in the municipal decision making for a variety of reasons, such as lost interest in the municipality (55.4%), have no time (27.7%) or because they believed that their participation make no difference (16.8 %). As it can be observed from fig 3.7, the larger proportion of respondents said that losing trust in the municipality was the main reason for losing interest in participating in the municipal decision making (55.4 % versus 44.5 %).

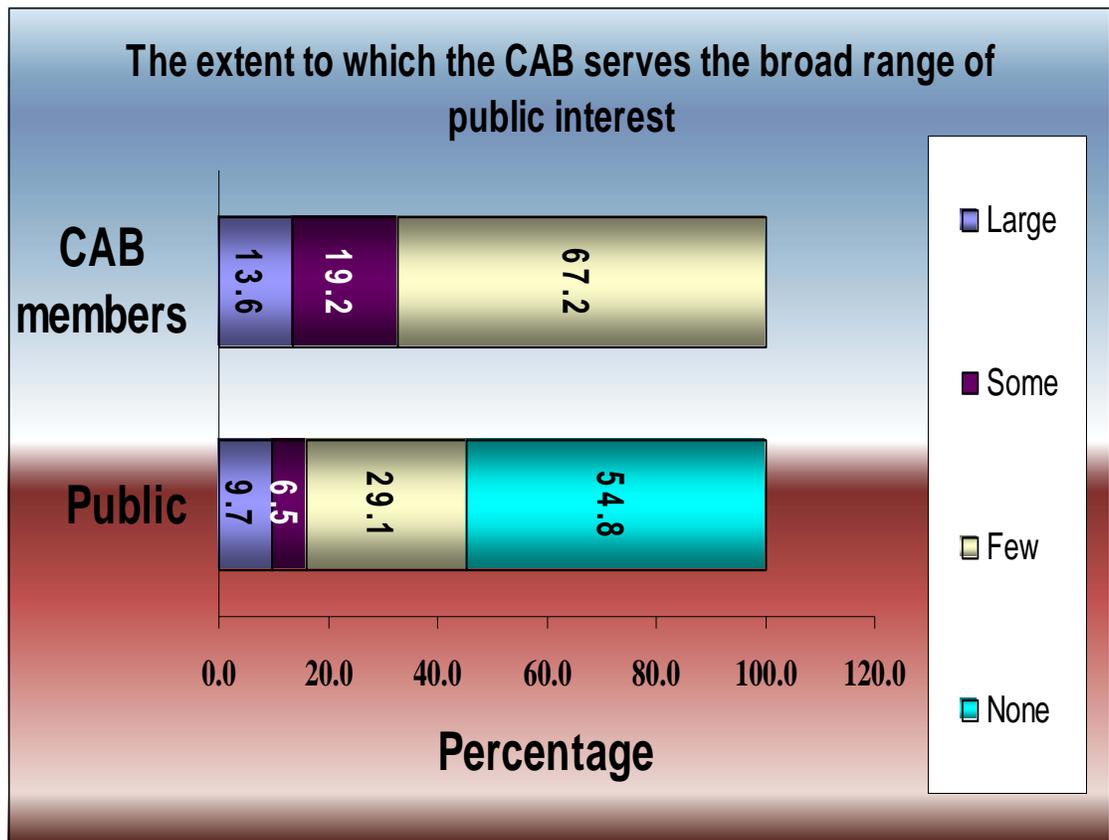
**Fig 3.7 Reasons for Loosing Interest in Participating in the Municipal Decision Making**



As it has been noticed from the surveyed public, loosing interest in participation in decision making of the municipality was one of the indications in loosing trust. The reaction of CAC was also asked in this regard. The question was whether or not the CAC members agree with the statement that public feel confident in the decision making of municipality. The majority noted that this was not the case on the ground. According to them, the reasons for this were many. When they stated only the major ones, the traditional legacy of municipal delivery and election or political dimension had more influence. One discussant reinforced this when he described, “the situation in Adama city is completely different from other cities. Service delivery is discouraging. As a result people are forced to engage into corruption acts. If they are not succeeded with this they turn their strategy to politicise everything. That is why high turn over of municipal chief was recorded.”

It has also been observed from the literature that incorporation of public preferences in to the authorities’ decision making and thereby influencing towards the preferences help to restore trust in the authorities. With this respect, the respondents were asked about their feeling of CAC’s capability in serving the wider public’s interest in decision making. The result is illustrated in the figure 3.8 below.

**Fig 3.8 Feeling of CAC Members and Public about CAC’s Capability of Serving Public Interest**



As can be observed from the figure, there is a considerable difference in perception between the CAC members and surveyed public. While more than half of the respondents (54.8 %) from public believed that the CAC has not served the broad range of public interest, more than two-third (67.2 %) of the CAC members felt that they served the public interest at least to a few extents. When compared the public opinion with CAC members almost one-third (32.8 %) of the interviewed CAC members noted that the CAC has served the interest of public either to some or a large extents, while a small proportion (16.2 %) of the surveyed citizens felt similar. Both the citizens and the CAC members were asked about the reasons they thought for unsuccessfulness of CAC in serving the public's interest. The surveyed public felt that the CAC has not succeeded for a variety of reasons like lack of public accountability (29.0 %), municipal manipulation (48.4 %), lack of commitment (12.9 %) or because the CAC lacked confidence in their capability of mobilising public (9.7 %).

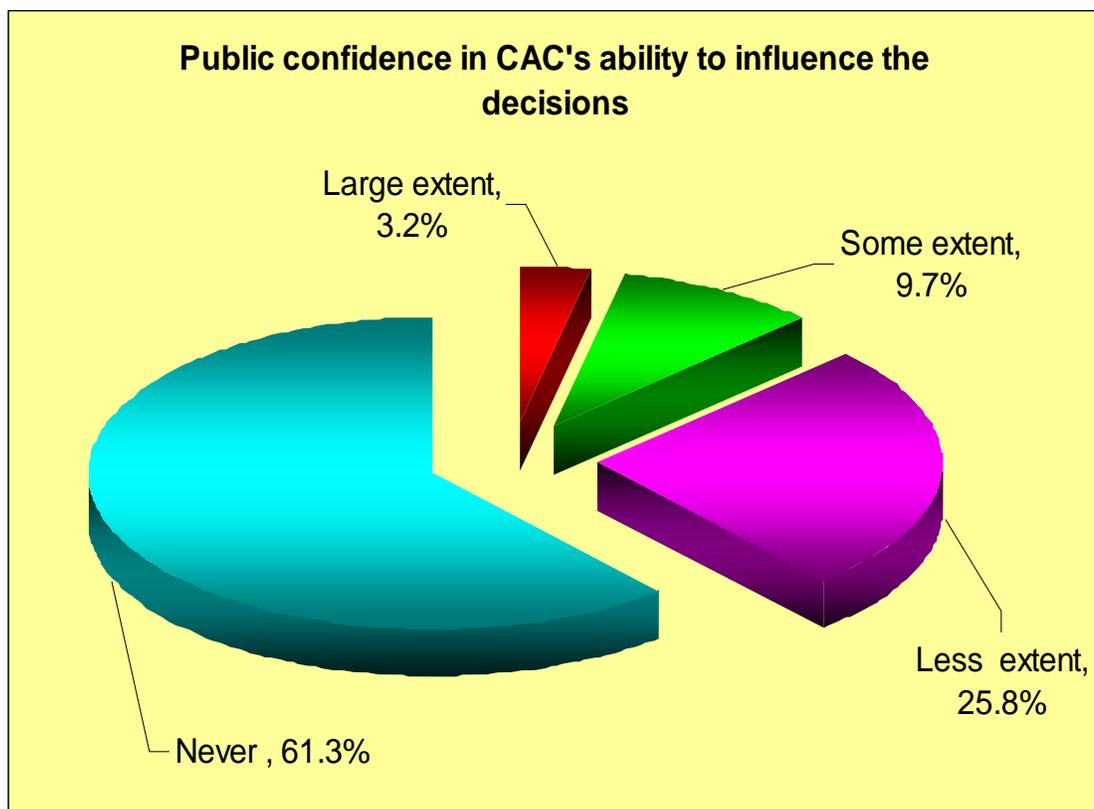
On the other hand, the CAC members participated in the focus group discussion reported that the reasons were related to the national election and institutional arrangement. According to them, there were regular meetings and discussions before the election when they could reflect to some extents the interest of public. A discussant described this when he stated "during those days [before election], being we were heard by the officials we could easily reflect what we gathered through informal communication with the public. But after the election, the officials became suspicious in every comment." To them, the issue was changed and the municipality itself lacked trust in the members. On the other hand, the discussants believed that the institutional arrangement was another set back. This was lasted long up to the CAC's reform. One of the discussants explained this when he described, "the CAC had been chaired by the mayor and the subcommittees were similarly by the department heads of the municipality. But the mayor and other officials were very busy with meetings. They did not have time or wanted not to hear issues other than political agenda. Some members were frustrated with this and became decided to leave the membership." Added to this, another discussant indicated that "the municipality has also filtered the membership it suspected as opposing partisans." In fact the mayor witnessed similar situation in different terms when he justified the reform of CAC. To him, however, the CAC was underused by officials or some members left their membership, particularly after the election for their own reason. Moreover, he was different in reasoning out why the some members left when he described, "some members have never showed up due to the fact that they were embarrassed for their act during the election."

No significant differences were found between respondents from the interviewed CAC members and public in reasoning the unsuccessfulness of CAC in representing the wider interest. Even though it is too early to generalise, it is not difficult to see that a convergence of the above mentioned reasons contributed to make the public to loose interest in participating in the municipal decision making and which in turn affected the effort of CAC in restoring trust in the municipality.

Public confidence in the CAC's ability to influence decisions was the other indicator assessed in measuring trust. In this regard, similar question was posed to surveyed

citizens, CAC members and the municipal authorities. Likewise, it was also observed different perception among the three. Nearly two-third (61.3 %) of the respondents from public felt that the CAC did not have the ability to influence the municipal decision making, while about one-fourth (25.8 %) of the respondents said that the CAC had ability to influence to less extent (see fig 3.9 below). This exhibited that the public tend to have lacked confidence in the CAC's ability to influence the municipal decision making. When it comes to CAC members, both the focus group discussion participants and interviewed members agreed with the statement that public does not have confidence in the CAC's ability to influence the municipal decision making. According to them, this was partly contributed by the fact that a large size of public did not aware of the existence of CAC.

**Fig 3.9 Public Confidence in CAC's Ability to Influence the Decision Making**



On the other hand, almost all of the interviewed officials did not agree with the statement that the CAC did not have the ability to influence the municipal decision making. The mayor emphasised this point further when he described that “we established the CAC that has more competency than even bureaucracies in some cases. So it is unacceptable to believe that this body does not have the ability to influence. On the other hand, this does not mean we need to establish the opposition party, but the advisory body whose advice is subjected to either accepted or reviewed. Some times their advice has not been sufficient when it has been based on little information. When this was happened it did not mean it could not have ability to influence.”

The third indicator is dealt with the degree of freedom of the CAC in defining issues, questioning experts and shaping agenda. These three variables show the power relation between the CAC and the municipality. The discussants and the interviewed CAC members noted that they have had the degree of freedom in defining issues, questioning experts and shaping agendas only to a few extents. One discussant described this when he stated that “the issue of defining our own agenda was nominally quoted here and there but in reality I had never come across the agenda we shaped by our own selves. It seemed like we had approved their agenda and discussed upon.” Another discussant reinforced this point by explaining that “when the discussion was even very hot, before the election, we did not feel we had partnership role with the municipality.” According to them, questioning experts was there to some extents, particularly with regard to service delivery.

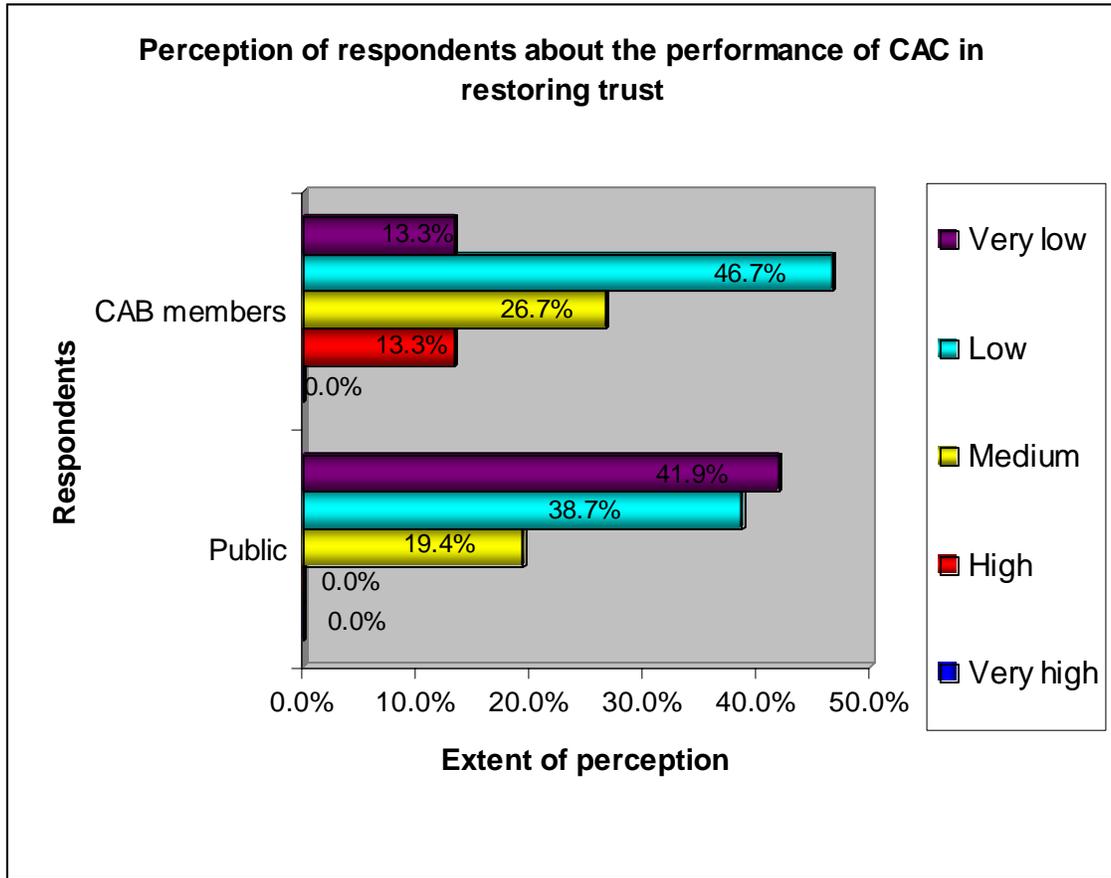
The response of municipal officials to similar question was mixed. While half of the interviewed believed the CAC had degree of freedom in defining issues, questioning experts and shaping agendas to some extents, only one reported to a few extents. The other one felt differently than even the CAC members. He said it has not had such freedom. He strengthened his view by Oromo saying “Hama hidhii sharaafa ibidda jala afuufi jennaan, maal hidhiin tama beeytu sana miti jette jedhama,” which is to mean “when a woman with a cracked lip was told to light on fire, she understood that this was a trick and replied that nothing is hidden from you.” As the teller is not required to interpret the saying in Oromo culture, the researcher interprets this as he meant the researcher knew the situation similarly that no such freedom has been granted to the CAC.

Allocation of sufficient resources to the CAC was the fourth indicator in assessing trust in the municipality. As discussed earlier the resource deals with the staff, time and money. Both the CAC members and officials reported no sufficient resource was allocated to the CAC. According to the respondents, most of the officials did not have time for CAC as they have participated in a variety of meetings with politicians or did not consider public participation as a priority in the municipal decision making. Similarly they believed that experts were also very busy with other “burning issues.” On the other hand, the mayor shifted blame to sectors when he underlined that “when we realised that we were stretched over, we divided the CAC into subcommittees and placed each subcommittee in every sector office. But the bureaucracies could not use them and finally we decided to reform the CAC and we did it.” In fact in this explanation he meant that the sectors within the city administration did not give much priority to the CAC. As regards financial resource, the respondents agreed that no ear tagged budget was assigned to the activities of public participation. Some money spent for meetings were not recorded alone to assess the sufficiency. But both the CAC members and the officials agreed that there was not sufficient financial resource was assigned to this purpose. The officials were asked to rank in order of importance of what they provided to the CAC. Of the listed assistance they only preferred two items (information and the power to advice and make suggestions) and left the rest (technical and financial assistance, and some responsibility for undertaking technical analysis) that they felt had no importance at all.

Lastly, it was asked that how the CAC members and the municipal officials would evaluate the recognition of CAC in terms of giving priority, considering its opinion and recommendation, and provision of explanation when its opinion has not been taken into account. It was observed in the focus group discussion held with the CAC that some members argued CAC was given a priority, while the other group said it was not, particularly after the election. Further more, the former claimed there existed the willingness of officials to listen to their opinion and recommendations, while the latter believed that some times their opinion was considered as the opinion of the opposition party. There was not as such a difference in the provision of explanation when the CAC's recommendation was not considered. However, some members felt that the justification was some times not satisfactory to them. Likewise the opinion of officials divided into two. One half believed that they agree with "the Citizen Advisory Committee has been given priority and recognition to discharge its duties and responsibilities," while the left did not agree with this opinion.

In general, when the perception of public, CAC members and officials about increasing trust in the municipal administration was assessed, the vast majority (80.6 %) of the surveyed public felt that the CAC has succeeded this "social goal" only to low or very low extent. Nearly two-third (60%) of the CAC members reported similar perception, while only a few officials shared similar view. The majority of officials said it has succeeded to a medium extent, while only 19.4 % and 26.7 % of the public and CAC members respectively thought the same way. While 13.3 % of the CAC members indicated its success to a high extent, the officials and public respondents have not noted such extent of success. The common perception was that the respondents from all categories believed that the CAC has not at all succeeded this goal to the extent of a very high. The detailed description was presented in the figure 3.10 below.

**Fig 3.10 Perception of Respondents about the Performance of CAC in Restoring Trust in the Municipality**



**3.3.2. Perception about Influencing the Municipal Decision Making**

The other main objective of the CAC is to influence the decision making of the municipality. This can further be explained in terms of the incorporation of public preferences and needs, and thereby improving the decision quality. The base for this objective is the mobilisation of public involvement in decision making. To this end, the findings were presented below.

**3.3.2.1. Incorporating Public values into Decision**

As already discussed in literature review, this “social goal” is about turning table around educating the municipality. That is informing the municipal authority with the opinion, preferences and assumption of public. To this effect, the perceptions of both CAC members and municipal authorities were assessed.

The creation of process and procedure for exchange of information with both the municipality and public was the first indicator to be assessed in measuring the success of this goal. The CAC members participated in the focus group discussion claimed

that they have tried to get opinions from public. But this was very limited as already reported by public. According to the members, this was partly contributed by lack of mechanism and procedure in place to exchange information with public. To them, the mechanism that has been employing is informal discussion (word-of-mouth) with those who have proximity. However, most of them agreed that the CAC did not develop a well established mechanism and procedure to get information from public. When it comes to the exchange of information with municipal authorities, such mechanisms like meetings and informal communication with mayor and sectoral offices were developed by the authorities themselves. One member from CAC describes this situation when he stated “during early time we started our job, there was regular meetings to discuss on issues at hand. For the first time the annual plan of the city was presented to the meeting and enriched by comments from the members. Even though meetings are one of our mechanisms for effective communication with the municipality, this has not been continuing to the last. There was inconsistency and irregularity and finally reduced to non existence.” Another member further described, “no such mechanisms and procedures that that everybody abide by developed to exchange of information but we have used informal communication to create awareness in the municipality about the information we have collected informally from the public.” Conversely, almost all of the interviewed authorities reported with the existence of mechanism in exchanging information with CAC but becomes loose since the national election. They also indicated that the CAC has informed the decision making to some extent.

The second indicator in assessing the success of this “social goal” was the feeling of the CAC members about incorporation of their advice into decision making. In this regard the opinion of CAC was mixed. While a few discussants reported that their opinion and recommendations were some times not well taken, the majority believed their advice were heard by the authorities. Moreover, a discussant emphasised by stating “the municipality is ready to be advised. Otherwise, no need of reforming Citizen Advisory Committee.” A question of “what would the reason/s be” was posed to those who believed their advice was not some times well taken by the authorities. This group felt that the municipality politicised things, particularly after the election. One of the discussants viewed this by explaining, “if the information we provide the municipality might go against their preconceived decisions, the municipality would defend that the information and consider it as generated from what they sometimes call ‘opposing parties’. The municipality also did not eager in taking what seemed to alter their decision.” In another explanation it was observed that the view of mayor reinforced this situation when he explained the reason for not considering the advice of CAC. He argued that “some of the CAC members were misinforming the municipality, particularly those who are the partisans of the opposing parties. This necessitated reform in the CAC.”

In cases where CAC’s advice was believed to be incorporated into the municipal decision making, the question comes into ones mind immediately is “whose opinion and preferences?” To assess this, two questions were posed to the CAC members and the officials. The first regards the representation of the wider public, particularly of the affected by the decisions. While the public is considered as a legitimate source of knowledge and ideas for making decisions, the CAC members noted that there was

limitation in reaching and involving the wider public to generate their preferences and alternatives. Similarly, the discussants felt that they could rarely organise the forums in which the affected group participated in to deliberate on their views. As regards to the opinion of officials, the question posed to them was “how far they were sure about whether or not the information provided by the CAC was the opinion, preferences and assumption of the wider public?” Most of the officials said that there is no need of confirming the situation as the CAC is believed to represent the wider public. In fact when the profile of the CAC members is seen it seems that it represents the larger group not in terms of size but of socio-economic characteristic. However, the issue of representing their opinion, preferences and assumption remains to be what the public itself felt.

When it comes to the mechanism of holding CAC accountable to the community, it has to do with horizontal accountability where the represented public are required of having accurate and accessible information about the CAC so as to ensure the accountability. It has already been discussed that much of the surveyed public did not aware of the existence of CAC. In addition the question of how CAC has been selected and the type of mechanism developed to provide the public with information were posed to both the CAC members and officials. The interviewed officials indicated that the CAC members were drawn from every segment of residents. They further explained that they were not directly elected by the community. According to some officials, they were rather nominated by Kebele and the city administration. Another indication of such mechanism, they reported, was public meetings. In this case both the officials and the CAC members agreed that the CAC has organised only limited number of forums that was involved only limited number of public. On the other hand, both the CAC members and officials reported that there was not any mechanism developed to measure the citizens’ satisfaction with the municipal decisions. Summing up this point of view, an interviewed official stated, “I admit myself we would have to develop supervisory mechanism, which can play a crucial role in maintaining trust that is essential for public accountability.”

### **3.3.2.2. Improving Decision Quality**

It has already been noted that the whole idea of this goal is to improve the quality of decision making through facilitating the contribution of community-based knowledge, information and insight that would not have been available otherwise (Ashford & Rest 1999, Beierle 1999).

Accordingly, the goal was assessed against three indicators. The first of these was the provision of valuable information by CAC to improve the municipal decision making. According to the interviewed CAC members, the information provided to the municipality was the one collected informally from the public. One of the discussants indicated, “the municipality expects of any information, including hearsay the public voices about the municipal service and decision making. This discouraged many of us who want to accommodate different interests and preferences of public into the municipal decision making.” the other discussant reinforced this view by stating, “I can not convince even myself that we have provided valuable information to the municipality as it has not encouraged us to do so.” The explanation exhibited that the

municipality has not motivated the CAC so that it can provide valuable and reliable information. This might in turn contribute to the view that the municipality has special interest in such kind of information. One of the CAC members justified this as “the municipality use the information not only to improve its decision making but also for manipulation. The latter even overrides the former one.”

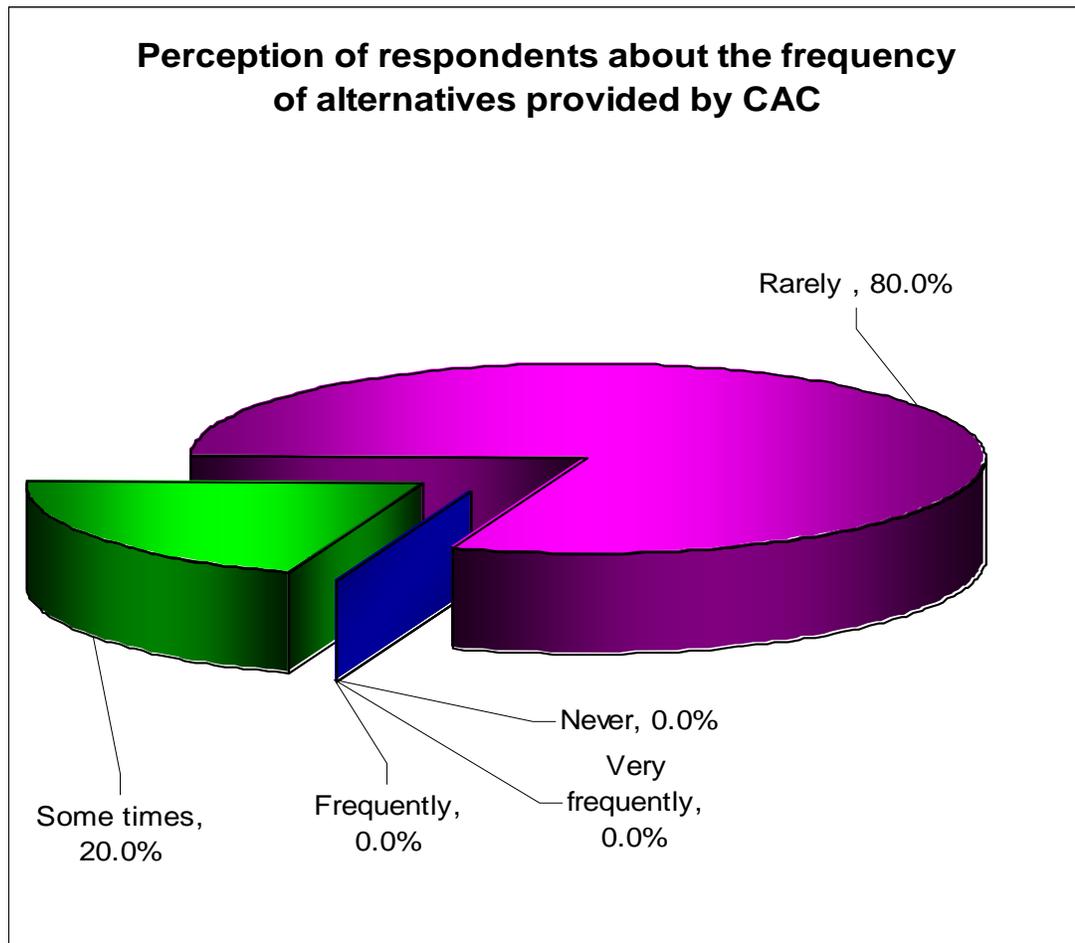
On the other hand, the greater proportion of the CAC members reported that they focused more likely on reviewing the information provided by technical experts than getting involved in substantive issues. One of the CAC members described the situation when he stated, “in the first place we have not been engaged in analysis of information but simply reviewing what experts suggested. Even reviewing was not always the case. It was happened before the election, particularly in deliberating and discussing on annual plan of the city. If we found, even during those days, some thing proposed against the preferences of public, some of us tried to voice to certain extent. But at the end of the day the municipal interest had overridden the public interest.” A question was posed to them to assure whether this was due to the scope of their role or not. Almost all agreed that there was not such legal binding that restricted them from. Similar view was found when the regulation of CAC was communicated.

When asked similar question, the official reported that the CAC has not provided the analysed information but mostly engaged in reviewing and cross checking with the opinion of the public they had. On the other hand, they did not agree with the view that the municipality manipulates the interest of the public. In particular the mayor explained his disagreement when he described the situation, “our objective is to get valuable information from public. For this to be happened, we established CAC as liaison and community contact. In fact some of them [CAC members] convinced themselves that we manipulate the information. But the reality is witnessed by the fact that we instituted CAC for the purpose of fulfilling our accountability to the public.”

The other point of departure was that the officials believed the CAC was informing the municipal decision what it discovered as mistakes during the review. As discussed earlier this contributed partly to substantive quality of decision making. However, the CAC members believed that this was happened rarely and not lasted for a long time. To them, it was reduced to almost non-existent after the election.

The second indicator assessed was about the generation of alternative solutions provided by the CAC so as to improve the quality of decision making. The following figure illustrated this.

**Fig 3.11 Perception about the frequency of alternative solutions provided by CAC**



This figure depicts the perception of CAC members in providing the municipality with alternative solutions. When the view of CAC compared with the interviewed officials, more than three-fourth of the interviewed officials felt that the CAC has rarely provided alternative solutions while a bit less than this proportion (73.3 %) of the CAC, both interviewed and participated in focus group discussion, shared similar view. In general, the vast majority of both respondents strongly believed that the CAC has not generated alternative solutions in the municipal decision making. One of CAC members confirmed this when he said, “the CAC was not engaged in analysing and examining of information collected from the public. It was almost expected to review the expert proposals. Even so, when we found some proposals were against the preferences of public we could only inform what we found but not the alternatives.” The other member justified this, “I think the reasons have been rested upon both of us [CAC and officials]. On our part [CAC] we could not push forward rather shifting blame to the municipality. From the officials’ point of view, though theoretically, we some times heard the saying ‘come with alternative’, but practically this was not promising. And they do not allow you to challenge their proposal and hence put some set backs to defend their way of doing business as usual.”

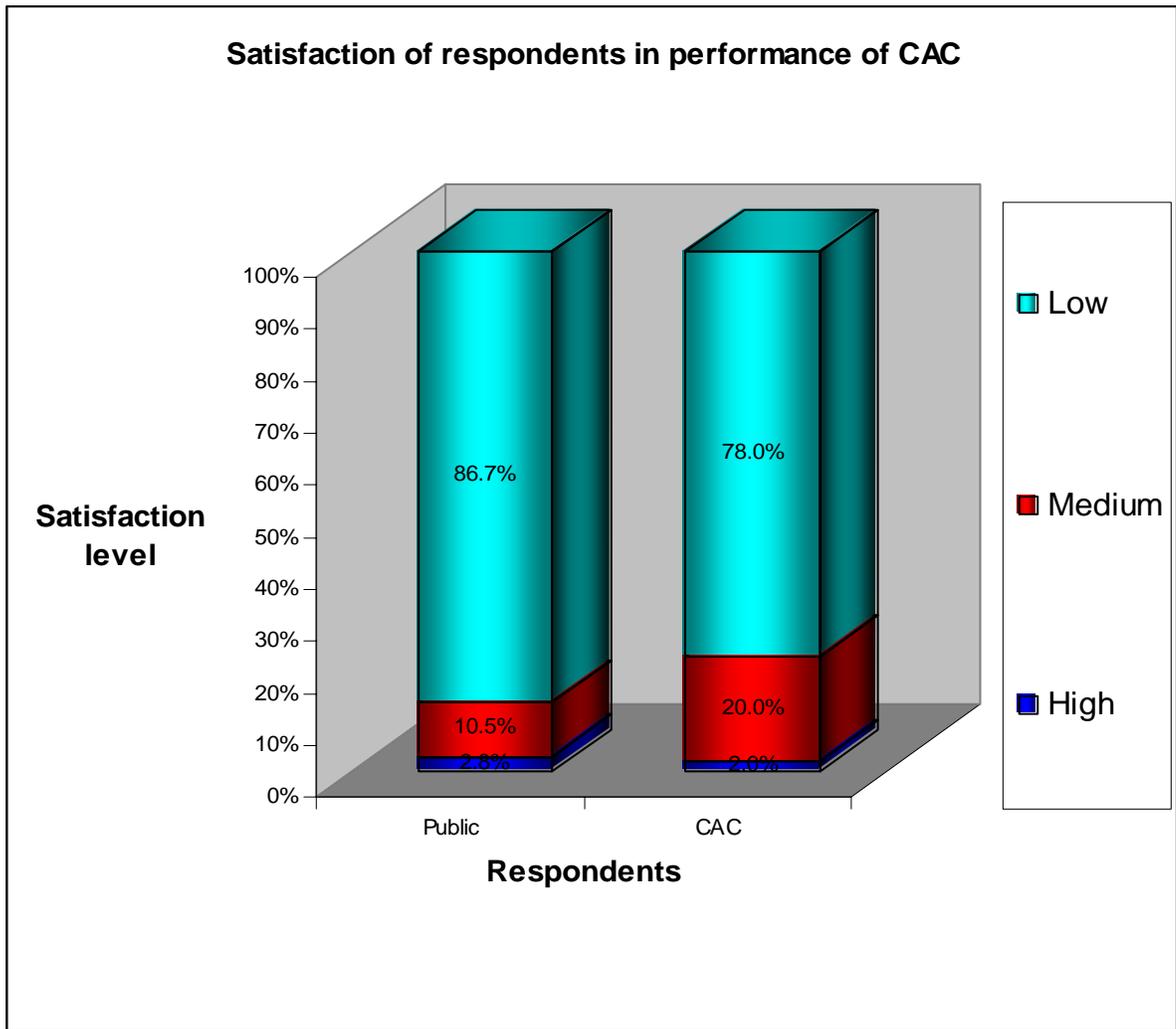
On the other hand, the officials did not share the view of CAC members in this regard. An official interviewee indicated that “we need alternatives, which would help in exercising the decisions. But it should not be the kind of critics ending with rivals.”

The third indicator of this goal is the satisfaction of parties in terms of improving decision quality. To this end, when asked the extent of satisfaction with the contribution CAC in improving the quality of decision making, the majority of both the CAC members and officials reported a low level of satisfaction, while only few members of CAC and officials felt some satisfaction. To most of the CAC members, the decisions were inclined towards the needs of municipality rather public preferences. A CAC member explained this that “it is difficult to say we improved the decision quality while the municipality did not create conducive environment for this to be happened.” Another member substantiated this view by stating that “even though we had chance to inform mistakes in some cases, in general we had not succeeded in improving the decision quality. For me this would have been true if we could enrich the decisions with the preferences of the public.”

The officials who reported low level of satisfaction in CAC’s performance against improving the decision quality justified this in many ways. But the main reason was dealt with the political intention. One official explained this when he stated, “some members of CAC had intention to create pressure group that will give much support to the opposition parties. These members did not want to see any success of the municipality. Rather they tried to create mess in leaking the information they had to the opposing parties.”

In summing up of the analysis, both the three groups of respondents (the CAC members, public and officials) were asked one general question relating to their level of satisfaction with performance of CAC. As noted earlier, the performance of CAC was measured against four “social goals,” which are explained by fifteen indicators. These indicators are the percentage of wider public reached by CAC; the number of CAC members provided with information in advance of meetings; public feeling of having sufficient knowledge; public confidence in CAC’s ability to influence decisions; public feeling in CAC’s capability in serving its interest; the degree of freedom of CAC in defining issues, questioning experts, and shaping agendas; allocation of sufficient resources to CAC; priority and recognition of CAC by municipal authorities; creating processes and procedures for exchanging information, CAC members feeling about incorporation of their advice; representation of all reasonably affected parties; mechanism of holding CAC accountable to the community; provision of valuable information by to improve decision making quality; generation of alternatives; satisfaction of CAC and municipal authorities in improving the decision quality. The sum of the achievement of these indicators shows the extent of effectiveness of CAC in enhancing public participation in municipal decision making. The following figure describes this situation.

**Fig 3.12 Satisfaction of respondents in performance of CAC**



This figure illustrates the summarised data on satisfaction of respondents with overall performance of CAC. It shows while there were some similarities among the respondents, there were also areas of variability. Similarly the majority of the respondents including the officials (see annex G) reported that they were almost not satisfied with the CAC’s performance to the high level. There was a significant difference in medium and low level of satisfaction of the respondents. The figure indicates that the vast majority of public were more likely to have low level satisfaction than CAC members (86.7 % versus 78 %). In contrast a greater proportion of CAC reported to have medium level of satisfaction than public (20 % versus 10.5 %). Not surprisingly, the largest proportion of officials tends to have medium satisfaction in comparing to the public and CAC members.

### **3.4 Conclusion**

Based on the selected evaluative framework, the operationalised indicators were analysed both qualitatively and quantitatively. The opinion and perceptions of public, CAC and the officials of municipality compared and contrasted against each indicator.

Accordingly, it was found that their views were mixed. In general the findings indicted that the extent to which the CAC has succeeded its goals is labelled to a very low level. These were indicated by the fact that the majority of public did not aware of the CAC's existence; insufficient information provided to public in advance of meetings; inadequacy of increasing public knowledge; the CAC did learn to a great deal from on going events within participatory process; the majority of surveyed public were not interested in participating in the decision making due to mainly municipal manipulation; the majority of respondents felt the CAC was not represented the interest of wider public; the majority of public did not have the ability to influence the decisions; the CAC lacked the degree of freedom in defining issues and shaping agendas; the CAC did not get priority by officials; the mechanism for exchanging information was lacked; mechanism of holding CAC accountable to public was not developed; there was limitation in providing valuable information to the municipality and sometimes even discouraged; mostly CAC was not engaged in substantive issues, and it provided alternatives rarely.

The main reasons contributed to low performance of CAC were also reported by respondents. In this regard, lack of committed resources, inadequate institutional arrangements, particularly before the reformation of CAC, inconsistency and lack of commitment by both officials and CAC members, political intention, particularly the election and blame shifting, manipulation, and lack of confidence of CAC members were the major ones.

Based on these findings the following chapter provides conclusions and recommendation. It also forwards what to be deserved in further research.

## **4. Conclusions and recommendations**

This thesis has examined the effectiveness of Citizen Advisory Committee (CAC) in discharging its role to facilitate public participation in the municipal decision making. This evaluation was tried to measure the success of the main aims of CAC. To this end, it has posed the questions that have been dealt with the extent to which the CAC has mobilised the needs and preferences of citizens to incorporate into the municipal decision making on one hand and the extent to which it has influenced the municipal decision making towards the citizens' preferences on the other. The study has also based its evaluation on the already existed theoretical framework. During the theoretical review, the conceptual understanding and evaluative frameworks of public participation were critically analysed. Based on this analysis, the framework was adapted and analysed against the practical situation on the ground.

This chapter is then devoted to summarise the major lessons of theoretical framework and findings. It also shows the implication of findings and lastly provides recommendations consecutively.

### **4.1. Conclusions**

The issue of public participation in decision making has increasingly received due attention. Now it is possible to conclude that the main reasons for authorities to conduct public participation in decision making fall into a single or a combination of the following areas: to find out what public's preferences are so these can play a part in their decisions, to improve decisions by incorporating citizens' local knowledge, to advance fairness and justice, to get legitimacy for public decisions and to fulfil the requirement of law.

On the other hand, the literatures provided different continuum of understanding of public participation in decision making. One extreme (which is some times referred to expert-driven perspective) argues that public participation incurs costs much greater than benefits. The other end favours public participation as empowerment in which citizens are considered as a centre of development and any development is "for and by people." There are a lot of perspectives ranging from representation, administrative outlook through direct participation that fall in between the two extremes. In summing up this point of view, many scholars conclude that it is these perspectives that have influence on conceptual understanding of public participation on one hand and that these perspectives mutually require each other to explain this complex subject.

It was also found that public participation is the whole mark of those perspectives. Much attention means more literature and in turns multiple meaning. Similarly, almost all scholars agree with lack of or no need of universal blue print of public participation's definition. Accordingly, some define the concept from legal point of view, others look to it in terms of sociological perspective, still others politicise it, while the rest consider it as a development concept. The thesis adapted some combination of these definitions, which read as "the process by which citizens' concerns, needs, and values are incorporated into governmental decision making and thereby influence the decisions directly or indirectly."

The literatures communicated for the purpose of this thesis also showed that public participation is employed through different mechanisms. It has been noted that the mechanisms are as many as understanding of the public participation concept itself. It has also been indicated that some documented these mechanisms ranging from traditional methods to innovative. It is widely acknowledged that differences in these mechanisms lie in the historical, political, economic and social contexts of nations. Citizen Advisory Committee/Committee is one of these mechanisms that comprises of citizens and government officials to play a role in representing the interests of the wider public and to serve as a community point of contact. It is also widely considered as a liaison between government authorities and communities in different areas of decision making. Some documented both its advantages like influencing decision making process, producing informed citizen, boosting trust in institutions and reducing conflict, and limitations in representation of the interest of wider public, requiring more commitment and resources than some other methods.

The literature has also provided that there has been a growing interest in examining whether or not the efforts of public participation have been successful. Some scholars note that evaluating public participation is useful to ensure the use of public resources, to learn from the past experience, to improve limitations, to increase understanding of human behaviour, to improve decisions and worth the commitment of resources, and to see how policies well correspond to government practices. Despite the growing interest in public participation in decision making, there remains a limitation in developing consistent framework for evaluating public participation. It has been noted that some scholars justify this by the reasons like lack of consensus on what public participation supposed to accomplish, the difference in the nature of democracies and the complexity in public participation makes it a value-laden. To this effect, it has been discussed that evaluative framework in public participation can be categorised into process-based, outcome-driven and user-based methods. It has also been justified the selection of “social goals” out of outcome-driven method as evaluative framework for the subject. The six components (educating and informing public, incorporating public values into decision making, improving the substantive quality of decisions, increasing trust in institutions, reducing conflict and achieving cost effectiveness) of this method discussed in detail and the first four of them have been selected to operationalise the framework.

The whole mark is to answer the research questions posed earlier. The main question deals with the extent to which the Citizens Advisory Committee has been effective in promoting citizen participation in decision making of the city, while the sub questions are read as:

- To what extent has the CAC been effective in mobilizing public needs and preferences to incorporate into decision making of the city?
- To what extent has the CAC been successful in influencing the decisions of the city hall towards the needs and priorities of the citizens?

The three variables, effectiveness of CAC, mobilization of public involvement and influencing decision making observed in the research questions were measured against

the selected components of “social goals.” This in turn transformed into fifteen indicators shown in the figure 1.1.

The study used a citizen survey, interviews and focus group discussion in order to investigate the research questions. The collected data was analysed on the basis of some standard analytical technique like frequency distributions and comparing proportions. The qualitative data have also substantiated this analysis. The conclusion then summarises the findings of the analysis as follows:

**a) Assessment of some aspects of CAC**

- From the legal point of view, it was found that both the municipal legislation and regulation provides ample opportunity for active participation of citizens in the municipal decision making. Similarly the CAC members were aware of this and believed it had not influenced their legal act.
- The institutional arrangement, before restructuring the CAC, was locked in highly formal and procedural bureaucratic sectors of the municipality. This has partly played in limiting the autonomy of CAC in mobilising the public involvement and in influencing the municipal decision making. Even though the newly reformed CAC seems to have autonomy in some cases, its representation has inclined towards the followers of the municipal ideology.
- When it comes to resource dimension, it was found that no budget was assigned to public participation. The meagre amount of money spent for conducting meetings could not be evaluated as it has been recorded together with other expenses. The CAC has got office from a voluntary with limited furniture, in fact after it has been reformed. It has still lacked discussion rooms and some furniture. The beginning of giving much time for this activity became deteriorated and reduced non existent after the election. However, the newly reformed CAC has planned their time to devote for such purpose. But this remains to be seen.

**b) Effectiveness of CAC**

- The CAC has not succeeded in *educating* both the wider public and its participants. This indicated by the fact both the surveyed, focus group discussants and interviewed respondents felt dissatisfaction with the success of goal in many areas. Briefly, the majority of public did not aware of the CAC’s existence and even the majority of those who reported aware of it had less satisfaction with the extent it had increased their knowledge. On the other hand, the CAC members believed they reached only small size of public and they could not provide those they even reached with sufficient information in advance of meetings. They also justified that this was due to financial and capacity constraints. Data were not available to show how much percentage of the public was reached through this mechanism. It was also found that the CAC members did not

learn to a great deal from deliberation process and discussions with experts as these were very limited, particularly after the national election. It was noticed in this research that there was no difference in educating participants and wider public, while other researches assessed that educating the latter is more difficult than that of the former.

- The perception against the success of CAC in increasing *trust* in the municipality was mixed. It was found out that the majority of public are not interested in participating in the municipal decision making for they have mainly lost trust in the municipality. When assessed the efforts of CAC in restoring this, the majority (more than half) of public felt the CAC had not represented the interest of wider public in deliberation, while more than two-third of CAC members reported they had at least to a few extents. Unsurprisingly, it was found that this was due the municipal manipulation and fulfilling of own political agenda. It was also found that the CAC had very little degree of freedom in defining issues, questioning experts and shaping its own agendas. When the perception of officials in this regard was assessed, it was interestingly found mixed. Some shared the view of CAC members while others did not. While commitment of adequate financial, human and material resources to run participatory process is considered as a contributing factor for restoring trust, it was unlikely for this to be happened. Lastly, when the recognition and priority of CAC was assessed, no great different was observed between officials and CAC members. It was noted that participatory process was not as such a priority for the municipality but recognized to some extent. In general it is possible to conclude the CAC has not succeeded this goal when evaluated against the discussed indicators.
- The CAC has also limitations in succeeding the incorporation of *public values* into municipal decision making. Specifically, it could not create the process and procedure for exchanging information, particularly with the public. The “word-of-mouth” claimed to be a mechanism would not represent a large size of public. The other mechanism used to communicate with officials was meetings, which was irregular, particularly after the election. When assessed the incorporation of CAC’s advice into the municipal decision making, while the majority of CAC members believed they were heard by the municipality, the official, in contrast, felt some members were misinforming the municipality. It was also found that the advice did not represent the interest of wider public but either that of the participants or of the municipality. Another indication for CAC’s limitation in succeeding the goal was inexistence of mechanism of holding CAC accountable to public it represents. To this effect, there was not such mechanism that developed to enforce the CAC to provide the public with sufficient and reliable information.
- When evaluated against three indicators, the CAC has not succeeded in *improving decision quality*. The analysis indicated that it is more likely

focused on reviewing the information provided by experts than getting involved in substantive issues. It was also noted that the CAC was informing mistakes only to some extent and this was reduced to non-existent after the national election. It has rarely provided alternative solutions. Both CAC members and officials dissatisfied with the performance of CAC in improving decision quality.

- Even though there was a significant difference among respondents about their satisfaction on overall performance of CAC, it was found that the majority of respondents reported dissatisfaction with it. This and other analysed data in general exhibited the CAC has succeeded only to a very low level in fostering public participation in the municipal decision making.

In general, these all indicated that the CAC was not effective in achieving its objectives. Even though there is a need of further filtration as to which factors have played much role in influencing the success of CAC, it was realised that factors like nature of democracy, level of participation, which was limited to manipulation, expert-driven decision, commitment and political will, resources and power relation had much greater influence.

What this implies? The findings imply either the need to dissolve or still reform the CAC. But the first option has negative connotation as it can exacerbate the already on pipeline trust between public and the municipality. This is because the dissolved CAC can become “bad mouth” to trust in the municipality. It has to be remembered that negative events are more noticeable than positive ones. Then the chance of establishing such voluntary association will be eroded. The other option is much better. Firstly, if regaining of trust is possible it is through involving and empowering the public in decision making. So reconsidering its priority and recognition is necessary. Secondly “double democracy” will be enhanced where both the municipality and citizens can play their part in the city development.

The continuity of CAC at the present situation may, however, impose adverse effects rather than bringing the intended benefits to both the municipality and public. It may even thicken the communication between the officials and citizens. The findings show that the shortcomings it came across have drawn up its virtue of serving as abridge between the community and the municipality. Therefore, continuing with the present situation will not achieve any thing other than eroding the already existed.

## **4.2. Recommendations**

The analysis and conclusions presented in this study identify a number of areas in which Citizens Advisory Committee can be improved to enhance the public participation in the municipal decision making. To this end, five recommendations follow from the findings: fostering strong and determinant political will to reform the Citizens Advisory Committee, committing adequate resources to run participatory process, creating conducive environment for public awareness and educating CAC to enhance its role in promoting public participation in the decision making, and reviewing mechanism of

incorporation of public values into the municipal decision making, and evaluating progress regularly.

**a) Affirm strong and determinant political will**

The willingness of the city administration officials to provide strong and determinant political support is a key factor in the success of citizens' advisory committee as a mechanism of promoting public participation in decision making. In this regard the city officials have to make clear the purpose of creating CAC from the early beginning. If the purpose of creating CAC is to use as a mechanism of informing public about their decisions, there is no need of creating such mechanism where it is possible to use other mechanisms like meetings. But if the municipality is there existed to serve the interest of its residents and the officials believe strongly in this view there is no reason for employing "decide, announce and defend" strategy or manipulating public participation. Therefore, there must be political determination and practical efforts not only to create but also to run the CAC. This can be realised in many ways like giving priority and recognition, committing resources, building the CAC's capacity, creating mechanism of exchanging information and of holding it accountable to public, and incorporating its advice or providing satisfactory explanation where its advice is not considered. Some of these are discussed below. This enhances public participation in decision making, which in turn, contributes to the restoration of trust in the municipality.

**b) Commit adequate resources to run participatory process**

This research identified that no adequate resources were assigned to run the public participation process. On the other hand, it has been proved that it contributed to the low performance of CAC. Hence, the officials need to assign financial, material and human resources. In this regard there must be adequate budget that is earmarked for the operation of CAC. This helps the CAC to maintain in-house staff and its own offices and furniture to work on an expanded scope of activities. Though it has got an office from a voluntary, this may not last long, as the CAC members expect. Therefore, they need to have their own office and furniture so that they can feel confident in their activities. On the other hand, this measures the commitment of officials in advancing public's say in their decision making. Otherwise CAC is crippled and turned back to ineffective mechanism of public participation.

**c) Create conducive environment for public awareness and educate CAC**

In order to CAC can fully play its role and scale up the participation of public in the decision making it has to be armed with the capacity of upgrading its members' knowledge, skills and attitudes. To this end, training the members is inevitable to enable them to work strategically with others. This has resource implication, which can not be covered by the municipal finance alone. To the knowledge of the researcher there is a fund called PSCAP, which is granted by the World Bank and can be used for such purposes. There is also another area of

source called UDCB, Urban Development Capacity Building Office that provides assistance to such efforts. Still UNDP also provides some technical assistance in this regard. However, the donor funds may not be easily and immediately accessible to the city. So the municipal administration must think of using its own finance for immediate expenses. The costs may be reduced through using the already trained experts in Training of Trainers (TOT). And the donor fund could be accessed in the long term too. Having trained CAC members is not the only means of boosting public participation in decision making. The municipal administration has to create a mechanism of exchanging information between CAC and municipality, and between CAC and wider public. In Ethiopian context, meetings, workshops and conferences may serve such purpose. Conducting festivals may even motivate public to participate in the municipal decision making. The municipality is also required to support CAC in creating awareness in wider public through outreach efforts.

**d) Create mechanism of incorporating public values**

Two things can be considered as very important in developing mechanism of incorporating public values into the municipal decision making. One is the readiness of the municipality to be advised by public in decision making. This requires, as has been noted, committed leadership to hear public preferences. Still this is underlined. The second point entails generation of public values to incorporate into decisions. There must be a mechanism of holding CAC to the community not only in terms of providing accurate and accessible information about decision making but also in generating and communicating community's preferences in to decision making. In this regard, it is required to adapt a regulation that vests in CAC the power of voting in decision making on one hand and the obligation of accounting to the community.

**e) Evaluate the progress regularly**

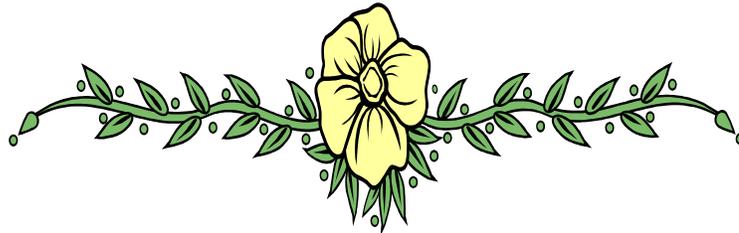
What ever the effort is made in performing certain activities, there is always an investment in terms of time, money and energy. On the other hand, when the efforts are not evaluated it is not possible to ensure the use of resources, to learn from mistakes and thereby to boost implementation. Therefore, evaluating the progress comes fore to see how the plans well correspond to the municipal practices for involving public in decision making. To do so the CAC has to make a plan on which it guides its activities and on which consensus is reached with the municipality. The costs of evaluation, particularly data collection, report writing and presenting findings should not be ignored in the preparation of action plan. Once it has a shared and measurable plan, the progress has to be evaluated. When it comes to who evaluate some argue for external, others favour internal, while still others support the combination of the two. In this regard, CAC and the municipality should evaluate the progress every three months, while impact assessment may be left to external evaluators. When it comes to the evaluative framework, the evaluators can adapt this and other researches or can develop their own. Equally important, the findings are important information to be reacted with and be implemented. Otherwise,

disregarding the findings or using in appropriately can come back to haunt the effort of public participation in decision making.

#### 4.3. Areas further research

This study has been built upon evaluating public participation using “social goals.” However, there is limitation in employing all the components of this method, particularly *conflict resolution* goal. This is considerably happened due to the fact that there has been a limitation of time to conduct the study. Hence this will deserve further investigation to assess the success of CAC in reducing conflict.

In this research, the effort has been made to investigate some of the barriers to public participation in decision making. But this was not comprehensive as the objectives of the paper limited to identifying the effectiveness of CAC in promoting citizen participation in the municipal decision making. However, it is found that the question of “what factors influence the success of CAC in promoting citizen participation in the municipal decision making?” deserves further research.





*“Finding a definitive answer to the question of what is the ‘right’ way to evaluate public participation is neither likely nor desirable. Each approach to evaluation poses-and hopefully answers-interesting questions that collectively inform our understanding of this complex social process.”*

Beierle & Cayford



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## Annex A. Socio-economic Characteristics of Surveyed Persons

	Demographic characteristics of respondents	Sex					
		Male		Female		Total	
		No	%	No	%	No	%
1	Gender	100	66.7	50	33.3	150	
2	Educational status						
	a) Illiterate	0	0	3	6	3	2
	b) Reading and writing	0	0	0	0	0	0
	c) First cycle ( 1-4)	14	14	1	2	15	10
	d) Second cycle ( 5-8)	11	11	12	24	23	15
	e) High school (9-12)	25	25	24	48	49	33
	f) Certificate	20	20	0	0	20	13
	g) Diploma	15	15	10	20	25	17
	h) First degree	15	15	0	0	15	10
	i) Second degree and above	0	0	0	0	0	0
		100	100	50	100	150	100
3	Age						
	a) 18-25	6	6	3	6	9	6
	b) 26-35	27	27	15	30	42	28
	c) 36-45	39	39	24	48	63	42
	d) 46-55	16	16	7	14	23	15.3
	e) 56-65	9	9	0	0	9	6
	f) 66+	3	3	1	2	4	2.7
		100	100	50	100	150	100
4	Employment status						
	a) Self-employed	28	28	12	24	40	26.7
	b) Public employee	31	31	25	50	56	37.3
	c) Private company's employee	23	23	0	0	23	15.3
	d) Unemployed	6	6	12	24	18	12.0
	e) Pensioned	12	12	1	2	13	8.7
		100	100	50	100	150	100
5	Income						
	a) Less than 100	8	8	12	24	20	13.3
	b) 101-500	29	29	5	10	34	22.7
	c) 501-1000	6	6	21	42	27	18
	d) 1001-1500	16	16	8	16	24	16
	e) 1501-2000	25	25	1	2	26	17.3
	f) 2000-2500	16	16	2	4	18	12
	g) 2501 and above	0	0	1	2	1	0.7
		100	100	50	100	150	100

## Annex B. Public Questionnaire

### Background

The municipal legislation adapted by Oromian National Regional State stipulates that the cities including Adama shall promote the involvement of citizens in their overall activities. Accordingly the Adama city has established the Citizen Advisory Committee, whose aim is to serve as a bridge between citizens and the city authorities in promoting the involvement of public in the city's decision making. This questionnaire is designed for academic purpose to evaluate the effectiveness of Citizen Advisory Committee in discharging its roles.

Your cooperation in answering this questionnaire is then highly appreciated. Your comment will be kept strictly confidential.

Thank you for taking the time to respond to this questionnaire.

### I. Personal information

- 1) How old are you? \_\_\_\_\_
- 2) Sex
  - a) Male
  - b) Female
- 3) What is the status of your education?
  - a) Illiterate
  - b) Reading and writing
  - c) First cycle ( 1-4)
  - d) Second cycle ( 5-8)
  - e) High school (9-12)
  - f) Certificate
  - g) Diploma
  - h) First degree
  - i) Second degree and above
- 4) What is your employment status?
  - a) Self-employed
  - b) Public employee
  - c) Private company's employee
  - d) Unemployed
  - e) Pensioned
- 5) Please indicate where your monthly income(in Birr) falls
  - a) Less than 100
  - b) 101-500
  - c) 501-1000
  - d) 1001-1500
  - e) 1501-2000
  - f) 2001-2500
  - g) 2501 and above

## II. Goal 1

- 6) Have you ever heard of Citizen Advisory Committee in your city?
- a) Yes
  - b) No
- 7) If your answer is “Yes,” for question no.6, have you ever been participated in the discussion forums prepared by Citizen Advisory Committee?
- a) Yes
  - b) No
- 8) If you have been involved in the discussion forums, how would you rate the sufficiency of information you have been provided with?
- a) Adequate
  - b) Satisfactory
  - c) Inadequate
- 9) If your answer is “inadequate” for question no. 8, what would you think the reason(s) would be?

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- 10) To what extent would you feel that the Citizen Advisory Committee has increased your understanding of the decisions that affect your life?
- a) A great deal
  - b) Some
  - c) Less
  - d) Never
  - e) Don't know

## III. Goal 4

- 11) Are you interested in participating in municipal decisions that you think affect your lives?
- a) Yes
  - b) No
- 12) If your answer is “No” for question no. 11, what is the reason would be?
- a) Have no time
  - b) No change whether or not I do
  - c) What is decided is not implemented
  - d) Decision favours the interest of municipal authorities
  - e) Others/specify \_\_\_\_\_
- 13) What is your attitude towards the municipality decision making in considering public preferences
- a) Positive

- b) Neutral
- c) Negative
- d) No opinion

14) In your opinion, to what extent has the Citizen Advisory Committee served the broad range of public interests in decision making?

- a) Large
- b) Some
- c) Few
- d) None

15) If your answer is either “disagree” or “strongly disagree” for question no. 14, what do you think the reason(s) would be?

- a) Lack of public accountability
- b) Because of manipulation by municipality
- c) Lack of confidence in their capability of mobilising citizens
- d) Lack of commitment
- e) Others/specify \_\_\_\_\_

16) In your opinion to what extent has the Citizen Advisory Committee had the ability to influence the decision making process in the city hall?

- a) Large extent
- b) Some extent
- c) Less extent
- d) Never

17) What would you rate the performance of Citizen Advisory Committee in restoring trust in municipal administration?

- a) Very high
- b) High
- c) Medium
- d) Low
- e) Very low

**IV. General**

18) Please tick (✓) your level of satisfaction with the overall performances of CAC

The performance of CAC	Level of satisfaction		
	High	Medium	Low
Creating awareness about municipal decision making			
Increasing the knowledge of public sufficiently to involve in decision making			
Representing and serving the interest of wider public			
Influencing the municipal decision towards the public’s preferences			

**Thank you for your assistance and cooperation!**

## **Annex C. Interview questions for CAC members**

### **Background**

The municipal legislation adapted by Oromian National Regional State stipulates that the cities within the region including Adama shall promote the involvement of citizens in their overall activities. To this end, the Citizen Advisory Committee (CAC) is expected to serve as a bridge between citizens and the city authorities in promoting the involvement of public in the city's decision making. And it is also known that the CAC has been entrusted with a range of responsibilities to achieve the purpose. This question is designed for academic purpose to assess the extent to which the CAC has achieved its objectives.

Your cooperation in answering the questions is then highly appreciated. Your comment will be kept strictly confidential.

Thank you for taking time to respond to the questions.

### **I. Personal information**

- 1) How old are you? \_\_\_\_\_
- 2) Sex
  - a) Male
  - b) Female
- 3) What is the status of your education?
  - a) Illiterate
  - b) Reading and writing
  - c) First cycle ( 1-4)
  - d) Second cycle ( 5-8)
  - e) High school (9-12)
  - f) Certificate
  - g) Diploma
  - h) First degree
  - i) Second degree and above
- 4) What is your employment status?
  - a) Self-employed
  - b) Public employee
  - c) Private company's employee
  - d) Unemployed
  - e) Pensioned
- 5) Please indicate where your monthly income(in Birr) falls
  - a) Less than 100
  - b) 101-500
  - c) 501-1000
  - d) 1001-1500
  - e) 1501-2000
  - f) 2000-2500
  - g) 2501 and above

## II. Goal 1

6) Could you list the duties and responsibilities of Citizens Advisory Board?

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7) How would you evaluate your technical capacity to make decisions?

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8) If you think you have the capacity of making deliberation and decision making, where do you think you have developed such capacity?

- a) Learning from deliberation with experts
- b) In discussing with citizens
- c) From previous experience
- d) Through training
- e) Other/specify \_\_\_\_\_

9) Have you been provided with sufficient information in advance of meeting about the issues to be discussed?

- a) Yes
- b) No

10) If your answer is “No” for question no. 9, how would you get information that enables you to deliberate?

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11) How often have you involved public in your discussion forum?

- a) Very frequently
- b) Frequently
- c) Some times
- d) Rarely
- e) Never

12) If your answer is not “Never” for question no. 11, what would you rate the size of public reached through your forums?

- a) Large
- b) Some
- c) Few
- d) None

13) If you have involved the community, how would you rate the sufficiency of information you have provided the public with?

- c) Adequate
- d) Satisfactory
- e) Inadequate

14) If your answer is “Never” for question no. 11, how did you mobilize public involvement in decision making?

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### III. Goal 4

15) What would you rate the statement that public feel confident in the decision making of municipality?

- a) Strongly agree
- b) Agree
- c) Neutral
- d) Disagree
- e) Strongly disagree

16) If your answer is either “disagree” or “strongly disagree” what would you think the reasons would be?

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17) If your answer is either “disagree” or “strongly disagree” what roles have you played in restoring public confidence in the municipality?

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18) To what extent do you have a freedom to define issues, question technical experts and shape agenda?

- a) Large
- b) Some
- c) Few
- d) None

19) In your opinion has the municipality allocated sufficient resources, staff, time and money to undertake public involvement?

- a) Yes
- b) No

20) In your opinion to what extent has the municipality given priority to Citizen Advisory Committee?

- a) Large

- b) Some
- c) Few
- d) None

21) To extent has your opinion and recommendation been considered in municipal decisions?

- a) Large
- b) Some
- c) Few
- d) None

22) Has the municipality provided you with explanation when your opinion has not been taken into consideration?

- a) Yes
- b) No

23) To what extent would you serve the interests and preferences of the community?

- a) Large
- b) Some
- c) Few
- d) None

24) What would you rate your performance in restoring trust in municipal administration?

- a) Very high
- b) High
- c) Medium
- d) Low
- e) Very low

#### **IV. Goal 2**

25) What is your mechanism and procedure of getting information from public?

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26) In your opinion is the municipality ready for incorporating public's preferences and interests?

- a) Yes
- b) No

27) If your answer is "Yes" for question no. 26, have you created mechanism for communicating with municipal authorities to incorporate public preferences?

- a) Yes
- b) No

28) Could you cite the mechanism you employed?

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29) If your answer is “No” for question no. 27, what efforts have you made in creating awareness in municipality?

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30) What would you rate for the statement that your advice and efforts have been considered by municipal authorities?

- a) Strongly agree
- b) Agree
- c) Neutral
- d) Disagree
- e) Strongly disagree

31) Has the information from participation process been used to inform decision making?

- a) Yes
- b) No

32) In your opinion have the affected parties included or represented?

- a) Yes
- b) No

### **V. Goal 3**

33) What is your opinion in providing the municipality with relevant information that improves decision making?

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34) Have you ever participated in decisions that require technical competence?

- a) Yes
- b) No

35) If your answer is “No” for question no. 34 what would the reason(s) be?

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36) How often have you brought alternative solutions for the issues at hand?

- a) Very frequently
- b) Frequently
- c) Some times

- d) Rarely
- e) Never

37) To what extent have you satisfied with your contribution to improve the quality of decision making?

- a) A great deal
- b) Some
- c) Few
- d) Not at all

38) In your opinion has Citizen Advisory Committee succeeded in discharging its responsibility?

- a) Yes, why

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- b) No, why

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39) Please tick (✓) your level of satisfaction with the overall performances of CAC

The performance of CAC	Level of satisfaction		
	High	Medium	Low
Creating awareness in public about municipal decision making			
Increasing the knowledge of public sufficiently to involve in decision making			
Representing and serving the interest of wider public			
Influencing the municipal decision towards the public's preferences			
Increasing the knowledge of its member to involve in decision making actively			
Defining issues, questioning experts and shaping agendas			
Getting sufficient resources			
Getting priority and recognition by the municipality			
Creating process and procedure of exchanging information			
Incorporating its advice into the decision making			
Developing mechanisms of holding accountable to the community			
Improving the quality of decision making			
Generating alternative solutions			

40) What would be done to improve the situation?

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**Thank you for your assistance and cooperation!**

## **Annex D. Points of Discussion for Focus Group**

### **Background**

The municipal legislation adapted by Oromian National Regional State stipulates that the cities including Adama shall promote the involvement of citizens in their overall activities. To this end, you are, as Citizen Advisory Committee member (CAC), serving as a bridge between citizens and the city authorities in promoting the involvement of public in the city's decision making. And it is known that the CAC has been entrusted with a range of responsibilities to achieve the purpose. This question is designed for academic purpose to assess the extent to which CAC has achieved its objectives.

Your cooperation in answering the questions is then highly appreciated. Your comment will be kept strictly confidential.

Thank you for taking the time to participate in focus group discussion.

### **Goal 1: Increasing public knowledge**

- 1) Could you list the duties and responsibilities of Citizens Advisory Board?
- 2) How would you evaluate your technical capacity that enables you to make decisions together with authorities?
- 3) Where have you developed the capacity you think enables you to deliberate?
- 4) What would you suggest to improve the situation?
- 5) How would you evaluate the participation of public in your discussion forums?
  - a) The mobilisation mechanism
  - b) The size of public reached
  - c) Sufficiency of information provided to public in advance of meetings

### **Goal 4: Increasing trust**

- 6) How would you evaluate public confidence in the decision making of municipality?
  - a) Trust in the decisions of municipal administration
  - b) If you feel public distrust the municipality what would you think the reasons would be?
  - c) What roles have you played in restoring public confidence in the municipality?
- 7) The degree of freedom of CAC in defining issues, questioning of technical experts and shaping agendas

- 8) What is your feeling about the allocation of resources, particularly staff, time and money by municipal authorities to undertake public involvement?
- 9) How would you evaluate the recognition of CAC by the city administration in terms of:
  - a) Priority
  - b) Considering your opinion and recommendation
  - c) Providing explanation when your opinion has not been taken into consideration
- 10) To what extent would you serve the interests and preferences of the community?
- 11) What would you rate your performance in restoring trust in municipal administration?
  - a) Very high
  - b) High
  - c) Medium
  - d) Low
  - e) Very low

**Goal 2: Incorporating public values into decision making**

- 12) Is there any mechanism created for communicating with public and municipal authorities to incorporate public preferences?
  - a) Could you cite the mechanism you employ?
  - b) If there is no any mechanism developed how would you inform the authority about public preferences?
- 13) How would you feel about incorporation of your advice into municipal decision making?
  - a) If your advice has not been incorporated what would you think the reason/s is?
- 14) How would you evaluate the representation or inclusion of the affected parties in the municipal decision making?
- 15) How do you evaluate the mechanisms of holding the Citizen Advisory Committee accountable to the community you represent?

**Goal 3: Improving decision quality**

- 16) How would you evaluate the provision of relevant information to the municipality to improve decision making?

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- 17) How often have you brought alternative solutions for the issues at hand?
- a) Very frequently
  - b) Frequently
  - c) Some times
  - d) Rarely
  - e) Never
- 18) To what extent have you satisfied with your contribution to improve the quality of decision making?
- a) A great deal
  - b) Some
  - c) Few
  - d) Not at all
- 19) Please tick (✓) your level of satisfaction with the overall performances of CAC

The performance of CAC	Level of satisfaction		
	High	Medium	Low
Creating awareness in public about municipal decision making			
Increasing the knowledge of public sufficiently to involve in decision making			
Representing and serving the interest of wider public			
Influencing the municipal decision towards the public's preferences			
Increasing the knowledge of its member to involve in decision making actively			
Defining issues, questioning experts and shaping agendas			
Getting sufficient resources			
Getting priority and recognition by the municipality			
Creating process and procedure of exchanging information			
Incorporating its advice into the decision making			
Developing mechanisms of holding accountable to the community			
Improving the quality of decision making			
Generating alternative solutions			

**Thank you for assistance and cooperation!**

## Annex E. Interview Questions for Municipal Authorities

### Background

The municipal legislation adapted by Oromian National Regional State stipulates that the cities including Adama shall promote the involvement of citizens in their overall activities. To this end, the Citizen Advisory Committee (CAC) is expected to serve as a bridge between citizens and the city authorities in promoting the involvement of public in the city's decision making. And it is known that the CAC has been entrusted with a range of responsibilities to achieve the purpose. This question is designed for academic purpose to assess the extent to which CAC has achieved its objectives.

Your cooperation in answering the questions is then highly appreciated.

Thank you for taking the time to respond to the questions.

### I. General

1. Please rank in order of importance to you the reason why do you need public participation in your decision making?
  - a) to get information that supplement technical expertise
  - b) to know the preferences and interest of public
  - c) to secure financial support from public
  - d) to get political support
  - e) to obtain legitimacy for decisions
  - f) others/ specify \_\_\_\_\_
2. In your opinion, what level of public involvement has the municipality employed?
  - a) Provide information
  - b) Receive information
  - c) Make decisions
3. Why has Citizen Advisory Committee been selected as mechanism of public participation in your municipality?  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

### II. Goal 4

4. What would you rate the performance of CAC in restoring trust in municipal administration?
  - a) Very high
  - b) High
  - c) Medium
  - d) Low
  - e) Very low
5. Do you agree with “the Citizen Advisory Committee has been given priority and recognition to discharge its duties and responsibilities?”

- a) Yes
  - b) No
6. If your answer is “Yes” for question no. 5, how often have you used it in decision making?
- a) Frequently
  - b) Sometimes
  - c) Never
7. If your answer is “No” for question no. 5, why not?

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8. To what extent has the Citizen Advisory Committee had the degree of freedom in defining the issues, questioning experts and shape the agenda?
- a) A great deal
  - b) Some
  - c) Few
  - d) Not at all
9. Please rank in order of importance what you think the Citizen Advisory Committee has provided with and leave blank the one that does not have importance at all
- a) Information
  - b) Technical and financial assistance
  - c) The power to advice and make suggestions
  - d) Some responsibility for undertaking technical analysis
  - e) Others/specify \_\_\_\_\_

**III. Goal 2**

10. How do you evaluate the usage of information from the public participation process to inform your decisions?

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11. If your answer is either strongly agree or agree for question no. 10, do you feel that Citizen Advisory Committee has represented the wider community including those affected by the decisions

- a) Yes, explain

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- b) No, explain

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12. How do you evaluate the mechanisms of holding the Citizen Advisory Committee accountable to the community they represent?

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13. Was there mechanism of informing both Citizen Advisory Committee and public where their inputs were not incorporated into decision making?  
a) Yes  
b) No

#### IV. Goal 3

14. How do you evaluate the provision of relevant information by Citizens Advisory Board to the municipality for improving decision quality?

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15. How often have the Citizen Advisory Committee members brought alternative solutions for the issues at hand?  
a) Very frequently  
b) Frequently  
c) Some times  
d) Rarely  
e) Never

16. To what extent have you satisfied with the contribution of Citizen Advisory Committee in improving the quality of decision making?  
a) A great deal  
b) Some  
c) Few  
d) Not at all

17. How would you compare your satisfaction with the one without participatory process?  
a) More satisfied with the participatory one  
b) Less satisfied with the participatory one  
c) More satisfied with the one without participatory  
d) Less satisfied with the one without participatory  
e) Neutral

18. To what extent does the Citizen Advisory Committee influence your decision making?  
a) A great deal  
b) Some  
c) Few  
d) Never

19. Please tick (✓) your level of satisfaction with the overall performances of CAC

The performance of CAC	Level of satisfaction		
	High	Medium	Low
Representing and serving the interest of wider public			
Influencing the municipal decision towards the public's preferences			
Defining issues, questioning experts and shaping agendas			
Getting sufficient resources			
Getting priority and recognition by the municipality			
Creating process and procedure of exchanging information			
Incorporating its advice into the decision making			
Developing mechanisms of holding accountable to the community			
Improving the quality of decision making			
Generating alternative solutions			

20. **Do you have any comment?**

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**Thank you for your assistance and cooperation!**

N.B

- Goal 1 Increasing public knowledge
- Goal 2 Incorporating public values into decision making
- Goal 4 Public trust in municipality and CAC
- Goal 3 Improving decisions quality

## **Annex F List of Interviewee and Discussants**

### **A. Interviewed Officials**

- a) Jemal Abbaso
- b) Nura Ahmed
- c) Hussein Wariyo
- d) Kumsa Fufa
- e) Rashid Kedir

### **B. Name of Discussants**

- a) Hassan Kedir
- b) Tsegaye Teshome
- c) Tekabe H/Mariam
- d) Zewude Dibaba
- e) Bambilo Wondimu
- f) Sh/Ahmed Muhammed
- g) Kedir Ebu
- h) Amaha Berhe
- i) Jundi Hussein
- j) Tamirat Asfawu

### **C. Interviewed CAC Members**

- a) Adugna Hinkosa
- b) Mekonnen Geda
- c) Teshome Alemu
- d) Kebebus Seifu
- e) Dejenu Eshete

## Annex G. Level of Satisfaction of Respondents with the Performance of CAC

### Public's level of satisfaction with the overall performances of CAC

The performance of CAC	Level of satisfaction					
	High		Medium		Low	
	No	%	No	%	No	%
Creating awareness about municipal decision making	7	41.2	24	38.1	119	22.88
Increasing the knowledge of public sufficiently to involve in decision making	4	23.5	13	20.6	133	25.58
Representing and serving the interest of wider public	3	17.6	14	22.2	133	25.58
Influencing the municipal decision towards the public's preferences	3	17.6	12	19.0	135	25.96
	17	100.0	63	100.0	520	

### CAC members' level of satisfaction with their overall performances

The performance of CAC	High		Medium		Low	
	No	%	No	%	No	%
Increasing the knowledge of its member to involve in decision making actively	1	33.3	4	13.3	10	8.5
Serving the interest of wider public	1	33.3	5	16.7	9	7.7
Defining issues, questioning experts and shaping agendas	0	0.0	4	13.3	11	9.4
Getting sufficient resources	0	0.0	1	3.3	14	12.0
Getting priority and recognition by the municipality	0	0.0	1	3.3	14	12.0
Creating process and procedure of exchanging information	0	0.0	1	3.3	14	12.0
Incorporating its advice into the decision making	1	33.3	6	20.0	8	6.8
Developing mechanisms of holding accountable to the community	0	0.0	3	10.0	12	10.3
Providing of valuable information to improve the quality of decision making	0	0.0	4	13.3	11	9.4
Generating alternative solutions	0	0.0	1	3.3	14	12.0
	3		30		117	

**Officials' level of satisfaction with the overall performances of CAC**

<b>The performance of CAC</b>	<b>Level of satisfaction</b>					
	<b>High</b>		<b>Medium</b>		<b>Low</b>	
	<b>No</b>	<b>%</b>	<b>No</b>	<b>%</b>	<b>No</b>	<b>%</b>
Representing and serving the interest of wider public	1		2		2	
Influencing the municipal decision towards the public's preferences	1		3		1	
Defining issues, questioning experts and shaping agendas	1		2		2	
Getting sufficient resources	0		0		5	
Getting priority and recognition by the municipality	1		2		2	
Creating process and procedure of exchanging information	1		1		3	
Incorporating its advice into the decision making	1		2		2	
Developing mechanisms of holding accountable to the community	0		2		3	
Improving the quality of decision making	1		2		2	
Generating alternative solutions	0		2		3	
	7		18		25	