

CHALLENGES AND PROSPECTS OF CIVIL SERVICE
REFORM WITH RESPECT TO SERVICE DELIVERY: A
COMPARATIVE STUDY OF MINISTRIES OF TRADE
AND INDUSTRY, AND FINANCE AND ECONOMIC
DEVELOPMENT

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**Challenges and Prospects of Civil Service Reform With Respect to
Service Delivery: A Comparative Study of Ministries of Trade and
Industry, and Finance and Economic Development**

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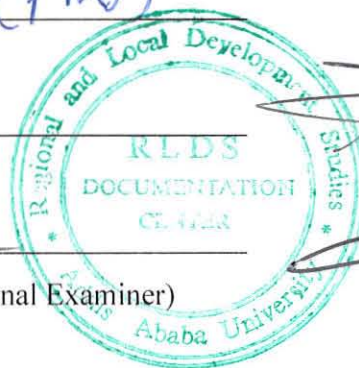
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ACRONYMS /ABREVIATIONS

BPR	Business Process Reengineering
CPA	Central Personnel Agency
CSR	Civil Service Reform
CSRC	Civil Service Reform Commission
CSRP	Civil Service Reform Program
CSRTF	Civil Service Reform Task Force
DRBL	Department of Registration and Business Licensing in MoTI
EPRDF	Ethiopian Peoples Revolutionary Democratic Front
HRD	Initiating human resource development
HRM	Human resource management
IMF	International Monetary Fund
NPR	National Productivity Review
NPM	New Public Management
MCB	Ministry of Capacity Building
MoTI	Ministry of Trade and Industry
MoFED	Ministry of Finance and Economic Development
OECD	Organization for Economic Cooperation and Development
PMO	Prime Minister Office
PSC	Public Service Commission
PSIP	Public Service Delivery Improvement Policy
SAPs	Structural Adjustment programs
SDR	Service Delivery Reform
SPM	Strategic Planning and Management
SWOT	Strengths, Weaknesses, Opportunities, and Threats
TQM	Total Quality Measurement
UK	United Kingdom
USA	United State of America
WWII	World War II

ABSTRACT

There have been many problems observed in the civil service institutions of Ethiopia for so long years. For this reason, the government has implemented Civil Service Reform (CSR) among which the service delivery have got due attention by the government as well as the Ministry of Trade and Industry (MoTI) and the Ministry of Finance and Economic Development (MoFED). The objectives of this study is to assess the availability of enabling environment and preparation made to implement the Service Delivery Reform (SDR), the achievements recorded in implementation, the challenges encountered through the course of time, and the mechanisms in place for the improvement and practical implementation of SDR. The research questions designed were also those that answer the objectives of the study. To this effect, the methodology used for the research was qualitative method supported by simple quantitative measurements in the form of percentages and tabular illustrations. The instruments used to gather data were observations, interview, and questionnaires.

The major findings of this comparative study are seen in respect to achievement and challenges view points. Both findings are analyzed based on similarities and differences. Regarding similarities of achievements in the two ministries, effectiveness, quality services, commitment of higher officials, and result-oriented evaluation system are recorded to some extent. Based on this, the number of clients served is increased; time of queuing for services is reduced, and so, customer satisfaction. But, professional turnover and absenteeism, as well as complaint handling mechanism are not improved. Similarly, regarding a better quality services, customers' expectations and service specifications are well identified, but employees' performance management and implementation of sustained result –oriented evaluation system remained behind.

In relation to differences in achievements, among other things while SDR has increased revenue for MoTI, it did not for MoFED. It also seems that employees' feeling sense of urgency and improved absenteeism are better in MoTI than MoFED. However, the achievements of SDR in both ministries are not as advertised and not impressing as intended by the government and the ministries themselves.

The major challenges faced the ministries are emanated from low institutional capacity; insufficient attitudinal change of officials and employees and other external factors. Specifically, the challenges encountering the SDR in the ministries are lack of incentive, inadequate attitudinal change, insufficient awareness, lack of monitoring and evaluation, lack of coordination, shortage of skilled manpower, low accountability, lack of support from MCB, the unclear evaluation system of employees, over politicization of SDR, mismanagement of time, and lack of training.

The positive lessons can be learnt from SDR are commitment of higher officials; setting implementation priority; partial customer satisfaction; and preparation and revision of Strategic Planning and Management (SPM) and Business Process Reengineering (BPR).

Finally, the recommendations forwarded are those that show directions or seek solutions for the challenges mentioned above. Among others, giving incentive, training employees, reducing over politicization of SDR, utilizing manpower properly, undertaking monitoring and evaluation; and creating internal competition among and between workers of the ministries are a few.

CHAPTER ONE

INTRODUCTION

This chapter deals with the problem and its approach. It includes background of the study, statement of the problem, objectives, significance and limitation, delimitation, Research methodology, data analysis as well as organization of the study.

1.1. BACKGROUND OF THE STUDY

Most developing countries of the world have pursued political and economic reforms since 1980's that aim at prompting economic growth, reduce poverty, and encourage popular participation and good governance (Mugerwa, 2003). The first wave of public service reform began in the mid 1980's largely focusing on the Structural Adjustment Programs (SAPs), which was favored by the World Bank and the International Monetary Fund (IMF). The second wave followed from the mid 1990's and focused on Capacity Building that improves staff skills, management systems and the work environment. The third wave has been dominant since 2000 and emphasizes on the importance of improved service delivery. To this effect, developing countries have begun implementing Civil Service Reform (CSR) to achieve a better public service and much cost reduction in order to improve the quality and productivity of their economy and social life (Kiragu, 2002; Lienert 1998; Oxfam Policy Department, 1995).

Ethiopia, like other developing countries, accepted SAPs in 1992/93 by giving attention to economic stabilization and structural reform measures, particularly in the finance sector, public enterprises and civil service areas which aimed at removing cost price distortions, improving market-related incentives, promoting private enterprises and exports, progressively liberalizing the economy and reducing the role of the public sector. While this reform was in process, the Prime Minister Office (PMO) set up a Civil Service Reform Task Force (CSRTF) to examine the overall management arrangements and operation of the Civil Service at all levels of government in 1994 (Policy Framework Paper of Ethiopia, 1998).

The task force comprises of the representatives of the Office of the Prime Minister; Ministry of Education; Ministry of Finance; Ministry of Planning and Economic Development; Ministry of Labor and Social Affairs; and Public Service Commission. After having studied the reform for five years, the Task Force suggested that a reform measures have to be launched at all levels of government structures towards the end of 2000. Although CSR was assumed to be in practice since the acceptance of other reforms by the country, the Ethiopian Government officially launched the full implementation of civil service reform program in 1996 besides the task force was conducting the study. After the task force has accomplished its mission by 2000, the government established a Ministry of Capacity Building (MCB) in 2001 to co-ordinate the public sector reforms and to enforce CSR in a better way by dividing the reform into five sub-programs, namely: The Top Management System Reform sub program; Human Resource Management Reform Sub Program; Service Delivery and Quality of Service Reform Sub Program; Expenditure Management and Control Reform Sub Program; and Ethics Reform Sub Program. In addition to this, it designed different policies, directions and strategies.

Among the policies designed, the first one is the adoption of Public Service Delivery Improvement Policy (PSIP) by the Council of Ministers in 2001. To this effect, the Federal Civil Service institutions and the Regional States have started implementing Service Delivery Reform (SDR) immediately. Hence, most federal civil services offices have established Customer Services and Complaints Handling Units and the prepared Service Standards to undertake SDR.

To implement these reform efforts, the federal government selected five key Federal Ministries, namely: the Ministry of Finance and Economic Development (MoFED), the Ministry of Trade and Industry (MoTI), the Ministry of Revenue (MoR), the Ministry of Infrastructure (MoI), and the Ministry of Agriculture and Rural Development (MoARD) together with their affiliated agencies so as to use them as pilot centers and consequently, as a springboard in the implementation of CSR in general and SDR in particular focusing on the service improvement measures targeting at critical service areas that are likely to bring about immediate results (MoFED, 2005). Among the five ministries, the study attempt to assess the implementation of SDR in the MoTI and MoFED in comparative perspective. The ministries were chosen because

they have been reported as examples of success in SDR and other institutions have been informed to share the experiences of these ministries in their effort to implement the SDR since then.

Hence, the experiences of MoTI and MoFED were hoped to be helpful in search of the facts about the degree to which the implementation of SDR is successful, examining the challenges faced during its implementation and thereby draw lessons from the pros and cons of SDR implementation in the two ministries.

Basically, the Ministry of Trade and Industry is one of the key ministries of the Federal Government that has been reestablished by proclamation No 411/1996 with having a vision of securing globally competitive trade and industrial sector that would be well founded on the basis of consistent development and growth; a mission of promoting and expanding the development of trade, industry and investment in the country by creating conducive and enabling environment to the development forces and render transparent and efficient services and supports; and a value of providing efficient and fair services with enthusiastic work initiation, transparency, accountability and ethics (MoTI, 2004).

The ministry currently directs and coordinates six executive organs. These are: The Ethiopian Investment Agency, The Quality and Standards Authority of Ethiopia, The Privatization and Public Enterprises Supervising Agency, The Leather and Leather Products Technology Institute, The Federal Micro and Small Enterprises Development Agency, and The Textile and Apparel Industry Institute Project (MoTI, 2006).

Similarly, the Ministry of Finance and Economic Development (MoFED) is also an executive body of the Federal Government. The ministry was reestablished in 2001 after the previous two principal ministries were merged, namely, the Ministry of Finance (MoF) and the Ministry of Economic Development and Cooperation (MEDaC).

MoFED, is structured into three major sectors headed by State Ministers, and has 21 line departments and 7 supporting services. Its vision is to become an institution of excellence, capable of making significant contribution to the nationwide endeavor that is being exerted

towards achieving the aspiration of seeing prosperous Ethiopia through fundamental economic transformation, as well as speedy, fair and sustainable development; and a mission to formulate development policy and plan enabling the realization of fundamental economic transformation of the country through well coordinated external economic cooperation establishing efficient and effective public finance administration system (MoFED, 2005).

The ministries, having their own specific vision, mission and values, began implementing CSRP in general and SDR in particular since February 2001. Hence, the study attempts to assess the extent to which the SDR has been implemented; the challenges encountered the ongoing SDR, and what its prospects would be in both ministries in a comparative perspective.

1.2 STATEMENT OF THE PROBLEM

There have been so many problems observed in civil service institutions of Ethiopia for so many years. The major problems recognized by different studies including CSRTF were that the civil service of the country has had no structural set up that was amenable to plan execution as well as for its effective monitoring and control; absence of clearly defined management systems and procedures in utilization of manpower and other resources; and lack of managerial know-how, absence of standard job classification and low service delivery systems.

When one considers the challenges of low service delivery in particular, there were several reasons why the efficiency of service delivery became low. Different bodies in general and the two ministries in particular identify the major challenges of service delivery in the government offices. Among these: lack of accountability, long and time consuming organizational structures, absence of complaint handling mechanism, practice of neglecting the customers needs, the lack of capacity of many government institutions to give sufficient attention to service delivery improvements, lack of initiative and commitment, shortage of resources, inconsistency of regulations and guidelines governing institutions, the existence of unfavorable conditions of work, misuse of human resource management system, as well as the absence of consistent government policies are some (SDR sub-program, 2000; Balogun and Mutahaba, 1999; CSRTF, 1996).

To address and redress these problems, the government has introduced CSR in general but prioritized the improvement of service delivery. To this effect, the Public Service Delivery Improvement Policy (PSIP) has been designed with its directions and strategies in 2001/ 02 to full fledge service delivery reform. This was due to the fact that the government believed service delivery improvement contributes to reduce poverty and bring the overall socio-economic development of the country (MCB, 2002).

In line with this, the document of Service Delivery Reform (SDR) Sub Program (2000) emphasizes the importance of policy of service delivery reform as:

...One of the prerequisites for service delivery improvement in the civil service is the existence of clearly defined policy that reflects government intention and expectation regarding service delivery and quality of services as well as the rights and obligations of service providers and recipients in the process of service delivery. Accordingly, the Federal Government of Ethiopia has issued this policy primarily aimed at improving service delivery in the civil service.

It could be deducted from this what service delivery indicators are and the importance of a clear and consistent government policy on service delivery in the civil service. By implication its absence accounts for inefficient and ineffective civil services. That is why the overall objective of the policy on service delivery was to attain user satisfaction in service delivery in the civil services as SDR sub Program (2000) indicated.

Based on this general guideline, the two ministries introduced the SDR after they prepared pre-conditions for implementation. They first designed Strategic Planning and Management (SPM), and then business process reengineering (BPR). In planning, the ministries emphasized on monitoring and evaluation of SDR to closely follow up its implementation and achievements thereby to sustain the achievements. They have also planned that the reform should be strongly backed up with frequent research to maintain the recorded achievements and seek other alternative solutions for the challenges that might encounter the SDR.

In practice, however, as per the existing documents, the information gathered from the civil servants within the two ministries and the opinion of some clients or customers of respective ministries, the SDR was not implemented as it was intended at the beginning of the reform due to

lack of institutional capacity, officials' resistance to change, employees' poor work ethics, as well as external factors such as lack of support from the Ministry of Capacity Building (MCB). In specific terms, several reasons, which advanced the continuation of the challenges, emanated from the above sources. Among which lack of accountability, resistance to change for invested interest or status quo; inadequate attitudinal change; lack of incentive; low awareness about the SDR; mismanagement of time; lack of training (all of which were reflected by the officials and the employees); lack of coordination from the managements bodies; shortage of skilled manpower in the ministries; lack of support from government bodies; and over politicization of SDR by the officials of the ministries.

In spite of the prevailing problems, no reliable and consistent research or monitoring and evaluation has been undertaken so far by the ministries to examine the extent to which the achievements of the SDR have been attained and to identify the challenges encountered although an advisory body working as consultant of Ministry of Capacity Building had made a modest attempt in summer 2004. Basically, the survey was conducted once in four years time by this consultant. However, since the close advisory body or consultant working for the ministry has undertaken the survey, one could not assume its total neutrality in giving a fair judgment on the implementation of the reform. Moreover, the survey was done separately for each ministry and not based on the perspective of comparison the two. Furthermore, the reports of the findings have not been made available for every body at least in the libraries of the ministries. Hence, during the first survey of the research in hand, it was found that no one could know what type of survey had been done earlier and where the status of SDR was.

Despite the limitations and challenges identified by this consulting body, the higher officials of the ministries as well as the MCB have taken both ministries as successor of SDR. The government has also been informing many other federal ministries, government organizations and agencies to share the experiences of MoTI and MoFED, which were taken not only as pilots, but also pioneers to implement SDR in their respective organizations. In practice, however, no reliable monitoring, evaluations, and research were done to understand whether the ministries were on the right truck or not in implementing SDR.

In principle, the way those ministries implemented the reform, their achievements, and the challenges they encountered, should have been researched out before sharing their experiences. To this end, assessing and analyzing the type of services delivered by the ministries, their implementation, the instruments used, the achievements recorded, and the challenges encountered in the process of realization of SDR in the two ministries in comparison is found to be timely and critical. Hence, the purpose of this research is, therefore, to assess all the aforementioned ideas by making a comparative study in the Ministries of Trade and Industry, and Finance and Economic Development.

1.3. OBJECTIVES OF THE STUDY

1.3.1. General objective:

The general objective of the study is to assess the availability of enabling environment and preparation made to implement the SDR, the achievements recorded in implementation, the challenges encountered in the course of time, and what mechanisms are in place for the improvement and practical implementation of SDR.

1.3.2. Specific Objectives

The specific objectives of this comparison study of MoTI and MoFED is to:

- identify the type of services that are delivered in the two ministries;
- examine the extent to which service delivery reform is implemented in the ministries;
- assess the SDR progress of towards the achievement of its goal in the ministries;
- identify the problems encountered in the implementation of SDR of the ministries;
- assess the extent to which the SDR helped in alleviating the problems of service delivery in the ministries;
- examine whether or not the work ethics (the working culture) of the workers affect the SDR introduced in the ministries; and
- suggest actions to be taken and the strategy to be followed to improve the implementation of the service delivery in the two ministries.

1.3.3. Research Questions

Based on the objectives of the study, the following basic questions were formulated to guide the comparative study in the two ministries.

1. What is the enabling environment in place or preparation made to deliver services and implement SDR?
2. To what extent is SDR implemented / what achievements/ are recorded/?
3. What key problems / challenges are there in the course of implementing the SDR and why?
4. What mechanisms are in place to improve the implementation and sustain the effects of the introduced SDR?

1.4. SIGNIFICANCE AND LIMITATION OF THE STUDY

1.4.1. Significance

It is clear that a research conducted in a particular case and time has its own significance. Therefore, the findings of this study have both practical and theoretical significance.

1.4.1.1 Practical significance

- It helps to increase the awareness of the officials on how SDR is implemented.
- It generates information for improving the planning and implementation of the SDR.
- It informs a better way of implementing the SDR to other federal and regional government offices.

1.4.1.2. The Theoretical significance

- It may serve as a source document for further study concerning the SDR.
- It may add some knowledge in the area of SDR in the country.

1.4.2 Limitation of the study

This study would have achieved more information than the present had it not been for the limitations encountered during the study. The following are among the major limitations:

- lack of transparency from officials in providing information on the implementation of SDR,

- lack of respondents' willingness to fill the questionnaires and be interviewed, and
- inadequate budget, allocated to the research, and
- time constraints.

1.5. DELIMITATION OF THE STUDY

Many scholars believe that CSR is among the radical changes that are being undertaken in the world to solve non-flexibility of bureaucratic system which hamper the right service delivery systems of any organization. Hence, carrying out the right CSR creates the sense of accountability, transparency, efficiency, effectiveness, and cost reduction, which in turn contributes to the overall poverty reduction, and socio-economic development. That is why practicing the SDR become the crucial issues for the Ethiopian government in general and MoFED and MoTI in particular (MoTI, 2002; MoFED, 2002).

To this effect, the Ethiopian government incorporated all the five branches of the CSR mentioned earlier, but due to time, budget and objective of the research, this study is delimited to only SDR introduced since 2001 / 02 in the ministries of Trade and industry, and Finance and Economic Development.

1.6. RESEARCH METHODOLOGY

1.6.1. The Research Method

Since the objective of this study is to make a comparative analysis of the implementation of SDR in the two ministries, the method used is the qualitative method supported by simple quantitative measurements in a form of percentages and tabular illustrations. Hence, exploratory method of explaining data is used.

1.6.2. Sources of data

1.6.2.1. Primary Data Sources

In this research, primary data sources are used. These are gathered through direct observation in the two ministries; by conducting structured and unstructured interview; as well as by administering questionnaires to various officials, experts and clients.

1.6.2.2. Secondary Data Sources

The secondary data used are collected from published and unpublished books, journals, annual progress reports and technical reports, manuals of Office of the Prime Minister (OPM), MCB, MoFED, MoTI, and others; the unpublished documents of the other federal ministries that have relevance to CSR, SDR, and the National Policies and Strategies related to the reform are also involved.

1.6.3. Sampling Procedure

1.6.3.1. Sampling Frame

The sampling frame in this research was systematically arranged to facilitate the study. To this effect, the researcher is concentrated on specific departments/sections that are pertinent to information of Service Delivery Reform. Hence, the sampling frame (the population) from the MoTI was 201 (128 Experts that participated in SPM and BPR from different departments, 31 workers from Department of Registration and Business Licensing (DRBL), 11 employees from office of CSRP, as well as 31 groups of customers'/clients' fields of works).

On the other hand, from the Ministry of Finance and Economic Development there were 245 sampling frames, which belongs to different departments that have relevant duties in SPM and BPR directly or indirectly; 20 Federal Ministries (stakeholders/customers); and 3 affiliated organizations under the ministry.

Therefore, the overall sampling frame of the research is 201 from MoTI and 245 from MoFED, which totals 446

1.6.3. 2. The Sample Size

The sample size for the research was 102. This sampling size is equally divided into two that is 51 for each ministry. They are randomly selected from the purposive sampling frames identified above. Accordingly, the sampling size represented $102/446= 23$ percent of the total population (sampling frame).

1.6.3.3. Data Collection instruments

a) Observation:

This instrument is one of the data collection methods in this research. The method helped the researcher to critically examine in comparing the present civil service delivery in the two ministries. The observation made by the researcher looked into the structural set up, the manpower utilization, the situations of service delivery and service receivers in the head offices of the ministries as well as of their affiliated branches to some extent. This technique helped to get first hand information and the accurate picture of SDR.

b) Interviews

A deep and detail structured and unstructured interview was held with 3 official informants who have close contact with service delivery reform implementation in each ministry. Similarly, structured and unstructured interview were held with 3 randomly selected stakeholders from each ministry. This interview method used to compare the similarities and differences of ideas present in the minds of service providers and service receivers. Generally, there are 12 interviewees in this study. The sample of each interview checklist is attached as appendix I and II

C) Questionnaires

The questionnaires prepared for this research are two. The first is prepared for internal employees of each ministry having similar queries. The second is prepared for clients / customers of both ministries. The questionnaire has the same queries for similar reasons as indicated in interview. To prepare the questionnaire, the researcher first explored the policy context designed by the federal government, identified the common elements of SDR being practiced within the two ministries, and also explored the experiences or lessons gained from the theoretical framework of other developed and developing countries.

The first questionnaire targeted at internal employees of the ministries, sought information from each respondent on, among other things: 1. sex, age, educational status, family size, work experience and religion; 2. the implementation of CSRP; 3. the implementation of SDR; 4. achievements gained from SDR from viewpoint of ministry, the officials, and employees ; 5.

challenges encountering the SDR from lack of capacity of the ministry, the officials, external factors, and working ethics of employees (See appendix III).

The second questionnaire was targeted at clients / customers of the ministries. The questionnaire sought information on, among other things: 1. sex, age, educational status, work relation with the ministries, and work experience; 2. how they evaluate the SDR on their own; 3. observations they have made on problems that might have encountered the ministries, and; 4. achievements that might have been recorded in the ministries as the knowledge of clients (See appendix IV).

1.6.3.4. Data Analysis

The data gathered is coded, conceptually organized, and interpreted. The interviews made with employees are systematically arranged. The organized data and systematically arranged concepts are interpreted and presented in some form of tables. Then, data analysis is made and finally, conclusions and recommendations, which might show clues for decision makers and other reformers, are given.

1.7 ORGANIZATION OF THE STUDY

This study has five chapters. The first chapter deals with introduction in which problems and its approaches are presented. Chapter two explains and emphasizes on the theoretical framework of the study that clearly showed how the New Public Management (NPM) is related to CSR and SDR and why SDR is becoming important. The third chapter comprises data discussion and presentation. The fourth chapter deals with analyses. Chapter five explores conclusions and recommendations. Finally, relevant and important documents were annexed.

CHAPTER TWO

THEORETICAL FRAMEWORK

2.1 INTRODUCTION

Reform is a journey, rather than a destination (OECD, 1995 cited in Minogue 1998: 17).

This chapter deals with the theoretical framework of the study. Many scholars noted that Civil Service Reform is part of a newly emerging radical change called the "New Public Management" (NPM). Hence, to go in detail with CSR and service delivery reform, first looking at what NPM is, its importance, as well as its specific characteristics is worth mentioning.

2.2 WHAT IS THE NEW PUBLIC MANAGEMENT (NPM) MODEL?

2.1.1. Meaning and Importance of NPM

The New Public Management (NPM) is the global paradigm for public administration. According to Jreisat (2002), NPM is described as a remarkable change that has been sweeping public management in the industrial system around the world without any precise definition so far. As to this source, different countries and scholars give different meanings to NPM.

To begin with, in USA, the NPM conjures familiar images of *reinvention* that apply market economic practices, fostering competitiveness, even privatization and downsizing of government programs. Scholars and practitioners in the USA often loosely equate the NPM with notions such as the *reinventing government movement*, the reforms espoused by the National Productivity Review (NPR) and often with some tenets of Total Quality Management /TQM/ (Jreisat, 2002).

On the other hand, Across the Atlantic, the image of the NPM is somewhat different from that in the United States. Jreisat (2002) expresses NPM as a trend exemplified by the UK, New

Zealand, and Australia. European scholars believe that the approach of the UK, Australia, New Zealand, and some European countries focuses more on the institutional and the policy side of change, relying on economic and political science concepts and methodology. For instance, during the 1980's and 1990's, the UK Civil Service had moved from administrated to managed bureaucracy and from a system of public administration to one of new public management. Hence, since 1979, the civil service has been in continuous change and has become smaller, its structure has radically altered, its methods of delivering services have been transferred and it is now staffed by a new cadre of public managers (Horton, 1999: 145).

However, Jreisat (2000) says, there is no established agreement on exactly what the NPM is, let alone on where it started. He also added that there is ambiguity on the boundary of NPM. Some scholars like Ferlie and his associates (1996) describe NPM, as an *empty canvas* on which one can paint whatever one likes. Others still located NPM in the theoretical frameworks based on management science and public choice theory. The loose and often contradictory nature of many NPM doctrines is that they appear to be applied in a haphazard fashion Common (1998). Pollitt (2000) sees NPM as a *shopping basket*, which all countries can choose from to improve their public sectors. Hoggett (1994) cited in Common (1998) described NPM more broadly, as *a collection of more flexible strategies in terms of service delivery and human resource management*.

Accordingly, the NPM has been many things to many people, and reforms endorsing its shifting tenets remain works in progress. Generally, to advocate a new paradigm in management is assuming that the existing management system is deficient or unsatisfactory, ill - organized, poorly managed, very costly and generally ineffective for the government. It is not surprising to conceptualize that the target of dissatisfaction is the bureaucracy or the administration in general (Jreisat, 2002).

However, this lack of coherence has not prevented NPM from being taken as a new paradigm or 'gold standard' for the public sector (Minogue, 1998). Fox and Miller (1995) cited in Common (1998:60) argued that the traditional public administration paradigm based on the Wilsonian

dichotomy, Taylorist scientific management and Weberian hierarchical control is dead. They said:

We are now living in an age of 'post-modern public administration'. The irony is that the separation of politics from administration, the removal of professional discretion over service delivery, and the enhancement of the measurement and monitoring capacity of government over public service delivery, actually lies at the core of NPM.

Management-based reforms often signify improvement of the managerial process as well as the development of a culture of organizational learning and innovation for improving application and outcome. Certainly, appraisals and evaluations are continually utilized for avoiding past errors and rejecting unworkable solutions. Among the concepts and practices universally emphasized in today's public administration are *accountability, measurement, evaluation of outputs, and ethics*, even if such concepts are not effectively or universally practiced. In recent years, public financial management, particularly budgeting, has been emphasizing specific changes that meet a robust measure of success (Jreisat, 2001).

2.1.2. The Characteristics of NPM

Both Hood (1995) and Pallot (1996) cited in Minogue et al. (1998), identified the main features of the NPM is the removal of private-public distinctions and the imposition of explicit standards and rules on management practices. As Pallot (1996:146), the main characteristics of NPM are:

- Greater segregation of public-sector organizations into separate entities,
- The use of management practices,
- An emphasis on efficiency and cost reduction,
- The rise of new managerial elite,
- More explicit and measurable standards of performance,
- Attempts to control public sector organizational units through present output measures.

On the other hand, Minogue (1998) on his side characterizes the NPM as types of public management reform that includes a separation of strategic planning from operational planning; a concern with results rather than process; an orientation to the needs of customers rather than those of bureaucratic organizations; a withdrawal of direct provision in favor of a steering or enabling role; and a transformed bureaucratic culture.

It is clear that NPM has been largely based on the past practices of the private sector. The main aim of applying NPM to public sector is to remove the private-public distinction i.e., by making the government duties market - based competitive mechanisms just as private sectors do (Hood, 1995; Pallot, 1998). In public management, it is considered as a new paradigm shift in the field. One should bear in mind that NPM is a reform movement that addresses the various problems of the public sector. The public sector reform involves quite a large number of components, among which CSR, privatization, decentralization and good governance, are included.

Considering the relationship between NPM and CSR / SDR, Agere (1998) summarizes it as follows.

The successful implementation of the NPM paradigm depends on the formulation of management practices that have the potential to bring about the desired changes and more importantly to deliver services more efficiently and cost effectively... However, the immediate demands are dictated by the shortage of financial resources, limited qualified personnel with appropriate skills and experience, pressure from the public for efficient delivery of service and the need for better quality of service.

For Minogue (1998: 18), NPM insists that structural reform is not an end in itself; the essential objective is that public services should be provided in the most appropriate and cost-effective way. Surprisingly, surveying NPM type reforms is not a simple mapping exercise. This is because of the difficulty in defining terms and differentiating between substantial and cosmetic change, and also partly because of the close policy relationship with privatization. He also added that the key distinguishing feature of NPM from public administration is that the former relies on market-based mechanisms to deliver public services.

If managers are given greater freedom to manage, they must correspondingly be under an obligation of accountability for their performance. This means meeting specified targets within specified resources. It can only be done through a system of performance management that involves performance agreements and performance targets. Monitoring will require a system of performance measurement by using performance indicators, and this in turn can be the basis for performance rewards and incentives. The overall objective that is central to new public management reforms is to make working practices more efficient, and to obtain 'value for

money' by using organizational and managerial changes to achieve a more efficient use of resources (Walsh, 1997 in Minogue, 1998).

To this effect, for instance, the charter established by UK government, has a number of principles. The main theme of the charter was setting of standards for service delivery and the assessment of actual performance against those standards; openness as to how the services are run; consultation with service users; choice as to the services which are available; value for money; and remedies when things go wrong. By doing so, in some western countries, for instance in UK, efficiency mechanisms have been successfully promoted. The whole process became action-oriented: a scrutiny of departmental activity had to be completed in 90 days, an action plan in 3 months, and an implementation report in 2 years. This led on to a financial initiative, delegating financial responsibility to lower levels, and making managers of cost centers accountable for their budget management. The reform also introduced performance agreements, service targets and performance measures (Horton, 1999; Minogue, 1998).

According to Common (1998), NPM is a product of the Western liberal democratic states. It is normal to link NPM type of reforms to the consolidation of democratic structures as this in turn brings economic and political development. Helgesen and Xing (1996: 96) argue that this theory works in Eastern Europe and that the same argument can be applied to Third World countries. Peters (1996), supports this idea and argued that whether administrative change is being considered in the most affluent country of Western Europe or the poorest country in Africa, the operative assumption appears to be that the best or even the only way to obtain better results from public sector organizations is to adopt some sort of market-based mechanism to replace the traditional bureaucracy.

In relation to above ideas, Farazmand (1994: 64) adds:

The administrative reforms that have taken place or will take place around the globe have mainly corresponded with objectives of marketization, privatization and democratization.... These reforms will be dominated by US values and norms. Consequently, the dependency of developing countries on the West will be likely to be perpetuated, leading to a 'neo-colonization' of the developing nations.

But, no wonder, NPM appears to be an international trend if it shares the same theoretical antecedents as public administration. However, a key distinguishing feature of NPM is the reliance on market-based mechanisms to deliver public services. Even in the absence of competitive marketplaces, both bureaucrats and politicians seem compelled to introduce NPM techniques, and it is this compulsion that appears to be the international phenomenon (Fox & Miller, 1995).

However, according to Polidano (1998), the implementation of NPM reforms outside the heartland of NPM are very few and far between countries. If we consider developing countries, for example, there are fewer reforms and further apart implementation between countries. The reasons for this as Polidano are:

1. by foul of invested interests (bureaucratic and political bad games)
2. be ambitious beyond the capacity of government to coordinate or implement.
3. be no more than formalistic exercise in window-dressing in the first place, or
4. be the brainchild (an idea of invention of one person or small group of people) of overseas development agencies, with local decision makers going along solely to avoid their country and money, etc.

Many others noted that the appropriateness of NPM in developing countries is a complex one. Minogue and Common (1998) in particular argue that Third World governments suffer not only from an excess of bureaucracy, as advocates of NPM might claim, but also an insufficiency (Jreisat, 2002; Minogue et al., 1998; Common, 1998).

But Polidano (2003), again stresses that, "... it is not too pessimistic to imagine that in ten years' time current reform initiatives in many developing countries will resemble a landscape dotted with ruined edifices and abandoned skeletal structure."

Most scholars believe that NPM is partially successful in Western industrialized countries where it was created, practiced and needed by them to transfer their styles to developing countries. But still, no well recorded history about NPM in developing countries (Common, 2003; Horton, 1999; Minogue, 1998; Pollitt, 1996). This is probably why civil servants believe that it is imposed from external and also that it has difficulties of practicability and as a result looks NPM

reforms skeptically. Understanding such characteristics of NPM as a theme, in the following subsection, the theoretical background of civil service reform will be discussed.

2.2. THE THEORETICAL BACKGROUND OF CIVIL SERVICE REFORM

2.2.1 Meaning and Motives of CSR

Though some scholars have tried to do, others say that defining civil service has difficulty. Minogue (1998), for instance, stresses that the initial difficulty regarding to civil service is its lack of precise definition. However, according to this source, a broad 'constitutional' approach defines the civil service as an essential institution within a framework of the major responsibility for the functions of government, and even as essential to the survival of a governmental system.

Many scholars give different arguments about the initiation and motives of CSR taking place in the world. According to Epstein (1990) in Minogue et al., (1998), the reasons, motives and expectations for CSR vary from country to country over the years. In the most developed northern countries, CSR was driven by ideology in response to citizen and taxpayer demands for improved public services. Gore (1993) in the same cite emphasizes that the drive was based on making the role of government smaller at all levels, encourage private sector participation, and reduced tax burdens.

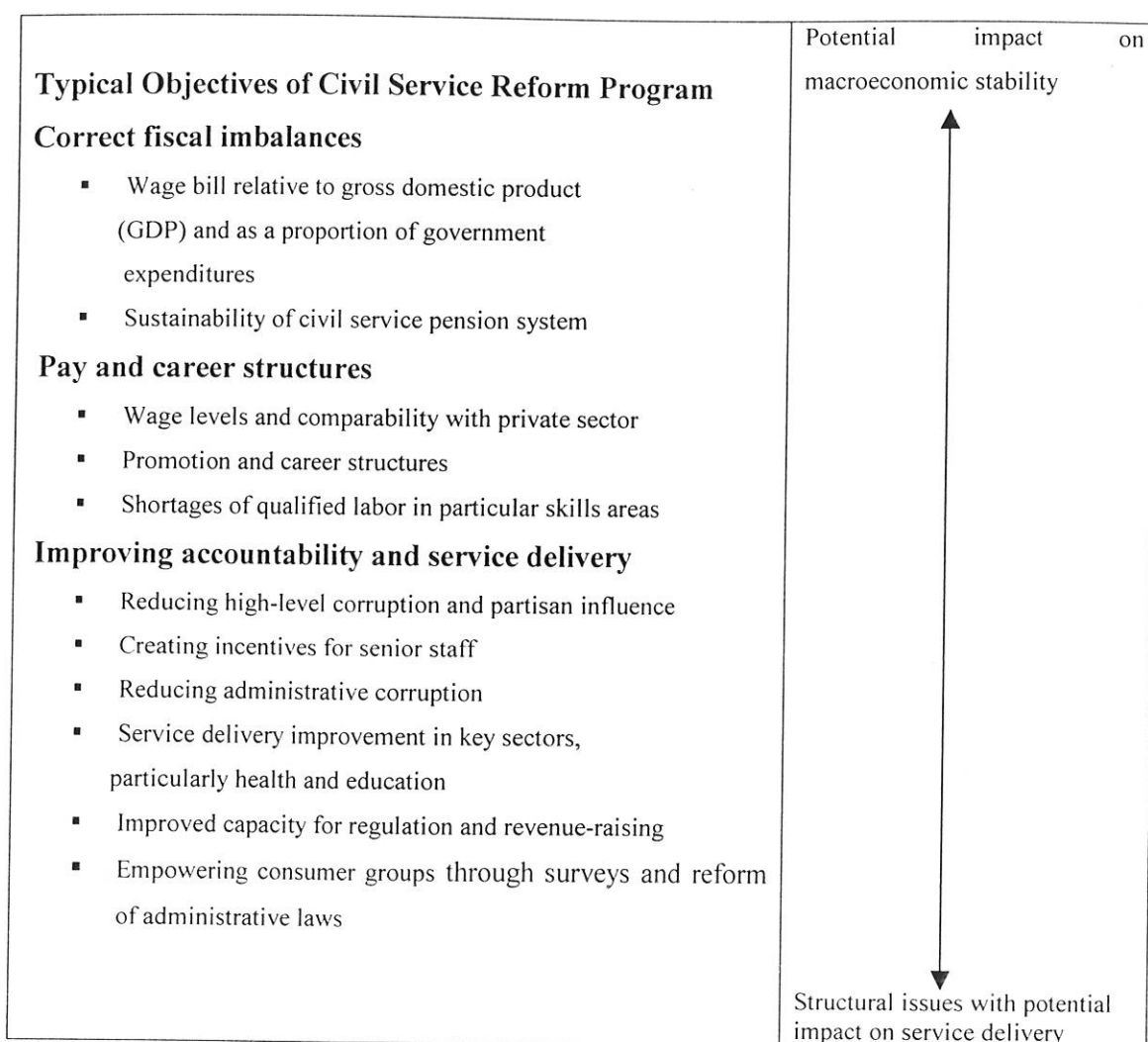
In the transition economies, the goal of CSR is to break down authoritarian institutional structures and expedite democratic development and economic market reforms (Chaundhry et al., 1994).

In the case of developing countries, especially in Africa and South America, the CSR have been undertaken as a direct consequence of the early experience of SAPs (kiggundu, 1998; Chaundhry et al., 1994). McCourt (1998) on his side adds that "CSR in developing countries has often been synonymous with job reduction or, more narrowly still, with the sacking of civil servants." As literature indicates, the situation was certainly true in the 1980s and early 1990s. At first, CSR simply meant retrenchment of civil servants, with a view to bringing down the wage bill (Pronk,

1996). He also values that job reduction still looms large in developing, transitional and industrialized countries alike.

However, World Bank (2002) argued that reforming the civil service is not a goal in its own right. Moreover, there is no single best “model” of public administration. Given vested interests that must be confronted, civil service reforms must be justified to policymakers and the public by their impact on poverty and on the effectiveness of government-either directly in terms of service delivery, or indirectly through their impact on macroeconomic stability or improved economic and social policy formulation and implementation.

Based on this, the Bank noted that while the ultimate goals are to reduce poverty and enhance government effectiveness, civil service reforms generally target more specific objectives. These range from objectives that are primarily structural with an impact on service delivery and government effectiveness to objectives that have a more direct link to macroeconomic stability. The major objectives of CSR as per the World Bank are seen in figure below.



Source: Adapted from World Bank Objectives of CSR Programs (2002).

Figure 2.1: Styled Representation of Objectives of CSR Programs as World Bank

As it has been discovered so far by different scholars and international organizations, the reasons for the emergence of CSR are not only the aforementioned issues, but also include globalization, democratization, aid conditionality, the advent of the computer and information technology, the private provision of public services, state collapse and institutional decay, capacity development and managerialism (Roth, 1987 cited in Minogue, 1998).

Borins (1994) and Commons (1997) cited in Minogue (1998) underlined that for most cases where CSR has been essentially driven by the need for improved efficiency of service delivery

and reduced costs, the applications of computer and information technology, capacity development and managerialism lead to what others have called a new paradigm in public administration.

Kettl et al., (1996) commented the following on the case of CSR of United States of America, as an example.

.... A vast gulf has grown between the laudable purposes for which the civil service was created - building a good, professional executive free from political interference - and what it has the capacity to accomplish. To make things worse, a thin veneer of time - honored principles, venerated with almost religious fervor by government employees and elected officials alike, protects the civil service system from careful scrutiny. Under this veneer, however, the system is badly crumbling from neglect. Quite simply, the federal civil service system is no longer up to the job of managing what the federal government must manage.

Those scholars found out that government officials and academics in USA alike have agreed on five fundamental principles of the importance of civil service reform (Kettl et al., 1996). As their explanation CSR has been a system that builds much needed, often-lacking capacity to solve government's tough new problems; a system that rewards creative, high-performing civil servants with better pay; a system that provides civil servants with far more flexibility instead of the current system's dysfunctional rigidity; a system that holds civil servants accountable for that flexibility with tough measurement of their performance; and a system that develops and encourages strong leadership by career officials to protect and promote the public interest.

But if there is such strong consensus on what needs to be done, why has it not been done? Because, quite frankly, most observers of government view government management in general, and civil service in particular, as an issue that is as dull as dishwater. Civil service reform is on everyone's list of jobs that must be done but it is high on virtually no one's list (Kettl et al., 1996).

It is also clarified that although civil service reform can seem the most boring issue in the world, it is critical because it permeates everything that government does. Government's performance can only be as good as the people who do work. When it fails to recruit, retain, and reward best possible people - or when it subjects good people to bad systems - government's performance

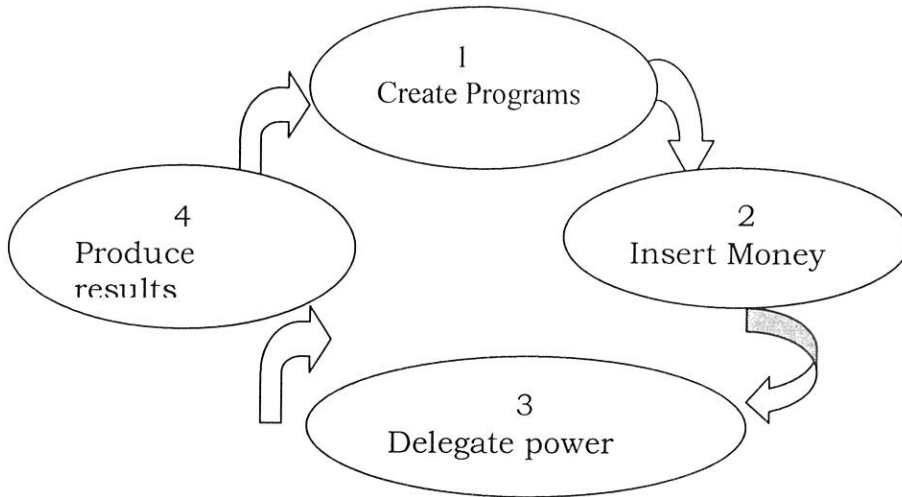
inevitably suffers and taxpayers lose. Though the issue seems so boring to so many, it is critical because the issue is central and inescapable. Nevertheless, career civil servants, public employee unions, and members of congress have a strong, vested stake in the status quo. Moreover, many of these insiders have built a powerful interest in protecting their own special power, which flows from their ability to negotiate the system's rules. Change brings risks, and the risks are greatest for those most directly affected. The entire nation would unquestionably benefit from real reform, but no one has a clear stake in championing it (Kettl et al., 1996).

Despite the probable and potential resistance of the CSR from different groups, bilateral donors and other multilateral agencies such as the Common Wealth Secretariat have actively supported the program. However, the main driving forces has come from the increasing interventionist role of the United Nations and its specialized agencies, particularly, in the area of economic management and more recently good governance and democratic development of member states (Kaul, 1996 cited in kiggundu, 1998).

It is believed by several researchers that neither extreme - ruled centralization nor agency-based devolution – brings real reform. Therefore, what government most needs are a fresh means of ‘sailing the ship’ of states: improved steering at the helm, and a better way of guiding the rudder. In doing so CSR can solve the following five deep and serious problems plaguing the civil service system as observed from the case USA (Kettl et al., 1996). These are:

1. The changing nature of the federal government's work badly strains the civil service system.

Most elected officials, journalists, citizens, and even some top government managers behave as if government operated like a gumball machine: insert a coin into the top and service comes out in the bottom. Indeed, the assumption of a control-based chain of command from the top to the bottom of bureaucracy, through a hierarchy controlled by authority, is the foundation of public management. The gumball model the scholars have taken as example is creating programs, insert money, delegate power, and then stand back to let the machine produce results. It is adapted as the following figure.



Source: own observation

Figure 2.2: Vicious Circle of Assumed Better CSR Implementation in USA

However, the writers argue that this does not fully work, as it is proved by practice because it does not even remotely describe how the federal government actually works in the USA.

2. The current civil system struggles to produce and retain the skilled

Professional government needs to perform its work.

These tasks require highly skilled workers matched to the jobs that the federal government must perform. The federal government, however, has struggled mightily to recruit and retain the workers needed. College recruiters have reported that students express little interest in federal careers because of large part of the burdensome hiring process and the poor image of government work and its employees.

3. The current civil service system's structure and process make the government slow to adapt in a quickly changing world.

The civil service system has historically been based on uniform rules to promote key values. The system has championed hiring by merit, not political patronage; promotion by skill, not political favoritism; pay based on position, not person; work rules clearly prescribed, not subject to a supervisor's discretion. Uniform rules were designed to provide equitable treatment and insulate

workers from political interference in government's routine work. This theory, however, has little truth in reality since the officials have not practically implemented what was written on paper.

4. The current civil service system does not adequately motivate government employees to high performance.

Government's workers often have far more flexibility than they use. Government's culture, however, discourages them from using it: there are few rewards for success and far too many risks for failure. The culture discourage government employees from attempting anything not specifically required, instead of encouraging them to experiment with anything not explicitly forbidden. There are few rewards for success beyond the intrinsic satisfaction of a job well done. The federal government's performance measurement and awards system have been poorly managed.

5. The current civil service system has become a politically useful whipping boy for public management problems rooted in the federal government's system of governance

The rate of social change has created culture shock for federal agencies, their staffs, and their management systems, all rooted in assumptions of stability and permanence. Most federal agencies, caught in the crossfire of great expectations and shrinking resources, have begun to confront (sometime painfully) their turbulent environment. Extreme budget shocks, intense public hostility, disaffected workers and frustrated customers, information overload-all test the stiff, starched fabric of the federal bureaucracy. Civil service reform has regularly surfaced in government improvement proposals. But reform can never be a goal in its own right. It is a tool, not an end in itself. It makes sense only if it helps solve the larger problems of governance in America.

2.2.2. Institutional Capacity for Implementing SDR.

One of the remarkable points in implementing the civil service reform is building institutional capacity. Among others it includes, commitment of leadership, accountability, transparency and human resource management (Jreisat, 2002; Horton, 1999; Minogue, 1998). In relation to this, the U.S. government focused more clearly on results that would follow four basic elements: (1) a clear strategy to transform broad goals into specific objectives; (2) measurement of an agency's

success in meeting these objectives; (3) broad grants of discretion to managers to design delivery systems to maximize the chances of success; and (4) a new system for rewarding managers who perform well. Many of the nation's best-performing private companies have followed such an approach and the federal government itself has experimented with it (Kettl et al., 1996).

World Bank (1996) asserted that the questions of honesty and ethical behavior have become a major concern for government everywhere; in turn, these produce a concern with transparency. More generally, ideas of good governance incorporate democratic and participative values, which give greater weight to accountability than efficiency, while recognizing that citizens want government to be efficient tools. In developing countries, corruption has been a major issue for some time, and there is growing recognition of the costs of corruption to effective and legitimate government. It has been noted that rapid transition to a market economy appears to stimulate corruption. In developing countries, the reduced accountabilities linked to public management reforms have given rise to new anxieties about public service ethics.

Many scholars repeatedly mention that in carrying out CSR, commitment of the leadership is the most decisive factor. They say that effective management increasingly requires strong leadership from the career civil service, quite apart from the policy leadership of elected officials and political appointees. Every major study of effective change including the ability to change an organization's culture affirms the central significance of leaders within the organization, leaders committed to the organization's mission and who are effective at rallying the troops around them. The public service has never been more in need of such leadership and support. It has been reinvented, restructured, reengineered, and even shut down several times. As public organizations undertake necessary changes, both excellent leaders and excellent managers are key; without one, the other will not succeed (Tsikata, 2003; Minogue, 1998; Kettl et al., 1996).

As the case of commitment, Tsikata (2003) added that one of the most important in any reform environment is the political commitment. In Tanzania, he said, both the government and the population recognized the reform as imposed from outside and so the reform has failed to obtain foreign support. By contrast, Ghana's sense of commitment was reinforced by the fact that its

economic program was accepted by the Bretton Woods Institutions and opened the way for resource inflows.

The other element, which is crucial to implement CSR/SDR, is the effective utilization of human resources. In UK, for example, the government followed the model of private sectors and related with human resource management (HRM) which see people as the key resource in organization and as assets rather than cost. Accordingly, recruiting, developing, and performance and reward became part of HRM. This is designated to ensure that people are fully committed to organizational goals and objectives (Horton, 1999). Similarly, the American government needs a new human resources management model, which promote the core values of the present system while allowing managers the flexibility they need to effectively deliver services to the public. It also needs a result-based government, which focuses on performance, instead of on process or compliance. Such a model ought to build as the scholars 'on a first premise; the civil service system is a means to an end-better performance in government-rather than an end in itself'. The central problem with today's civil service system is that too often an obsession with compliance has crowded out the purpose for which the civil service system was created. The foundation for real reform must be performance. To this effect, the government gave attention on those who shoulder the accountabilities of the government (Kettl et al., 1996).

In Uganda, the government used an umbrella type political structure since the Western countries did not recognize the government of Uganda as democratic to enable a fair amount of consultation during the reform for the reason that it excluded individual political parties from power (Tsikata, 2003).

Last but not least, which affects SDR is the work relationship between the political appointees and civil servants. Many scholars believe that the smooth relationship between political appointees and civil services enhances the implementation of CSR/SDR. For instance, as Kettl et al., (1996) indicated, in U.S, establishing political leadership depends first on finding political appointees who are genuine leaders. It depends on putting the right appointees in the right places, matched with the right authority and provided with the right support. It also depends on defining just what political leadership ought to encompass. There are too many political appointees in

lower-and a middle-management position, which create roadblocks to the career paths of civil servants and often frustrates effective management. Government needs truly effective political appointees to guide and shape policy. It needs strong and effective civil servants to translate that policy into action. It needs an effective connection between them. For these to be a truly public service, there must be a reform that strengthen both kinds of leadership and molds it into a force.

It is also noted that in civil services of other modern democracies, including the UK, France, Germany, Australia, New Zealand, and Japan, senior civil servants could aspire to the very highest levels of government. Political officials typically fill the top positions, but the political appointees are relatively few in number. Career civil servants occupy most of the key positions. These countries invested a great deal in their best civil servants and expect a large return on their investment. In contrast, they confirmed that people assume that federal civil servants face a glass ceiling at the top levels of their agencies. Too many of these positions are being filled by political appointees. The argument for the proliferation of political appointees is that they promote greater political responsiveness. Career officials, it is said, are less accountable; either passively slows to respond to changing political will or actively engaged in blocking policies with which they disagree. Elected officials have found it impossible to resist the temptation to push political appointees ever deeper into executive branch agencies to increase their leverage over decisions. If argument holds there is no need to invest in leadership by career executives, at best the real direction could come only from political will of elected officials (Kettl et al., 1996).

But Kettl et al., (1996) disagree with the above ideas by noting the following statement:

This argument, however, is patently false. Career leadership (not just management or administration) has driven reform everywhere it has occurred: in individual federal agencies, at the state and local levels, where civil services is far older than the US service has demonstrated a remarkable capacity for change, and where the careerists they have produced are leading flexible, fluid, high performing, and competitive public agencies.

Moreover, lack of accountability and poor service delivery are noted as major concerns in most countries studied for implementation of CSR. These lead to a focus on petty corruption, moonlighting, and “day lighting,” although their association with low pay is unclear. The absence of a professional, merit-based civil service, and distorted incentive systems that discourage

competent staff from remaining in the civil service were raised more often than any other issue in many countries that implemented CSR. In particular, the weak link between performance and advancement is identified as an issue in Benin, Pakistan, Russia, and the Republic of Yemen, and the absence of a clear career path is a significant concern in Bolivia and Cambodia (Tsikata, 2003; Minogue, 1998; Kettl et al., 1996).

Those scholars added that in some countries (Cambodia, Mali, the Republic of Yemen and Zambia) the need for civil service reform programs to combat administrative corruption and to improve service delivery in key sectors is emphasized. Many of the cases refer to patronage in recruitment and appointments, and to corruption and its impact on service users. They also noted the link between political patronage, high turnover following elections and a weak public service ethos in Bolivia and Mongolia.

The other reason why SDR is implemented is to identify whether customers are satisfied with service delivered to them or not. The creation of the standard quality must be the primary objectives of an organization and also should motivate and satisfy customers. Among others, customer satisfaction should be always the first target of an organization that delivers services. Accordingly, it is important to be able to define and measure customer satisfaction since this requires a match between expectations of the service and the service actually delivered. Clearly, any gap between expectation and actual delivery represents potential customer dissatisfaction (Minogue, 1998).

2.3 ALTERNATIVE SERVICE DELIVERY MECHANISM

So far, some relevant issues of NPM components in general and the civil service reform in particular have been discussed. In connection with specific element of NPM, namely, CSR, some important points have been raised and SDR has been touched relating it to both NPM and CSR. Services are delivered both in government institutions and private organizations. However, as indicated clearly in the theoretical framework, the delivering of services in government institutions found to be inefficient, ineffective, non- cost reduction and non-customer focused unlike the private organizations for so many years (Jreisat, 2002; Minogue, 1998). To solve such problems, many scholars forwarded alternatives of the service delivery mechanisms besides that

of improving civil service delivery through the civil services. The discussion of other forms of service delivery helps the government as well as the ministries find options to facilitate service delivery more to the public just as it is being done in private organizations.

2.3.1 Public Sector and Its Strategic Reform

According to Halligan (1997), there are three basic components in the public sector: the core (often identified with the public or civil service), the outer (or off-budget) sector, and the sub-national sphere (See Table 2.1 below).

Table 2.1 Three Basic Components of Public Sector

Focus	Core	Public sector out/margins
Intra-sector	Public service reform	Corporatization
Inter-sector	Intergovernmental (Decentralization)	Privatization

Source: Adapted from Halligan's explanations about the basic components of the public sector (1997)

Reform that involves movements between any of these and possibly the private sector produces the options in Table 2.1. Within the core itself, a range of options is available including commercialization, reorganization and various financial and human resource management reforms.

Turner and Hulme (1997), on their side said that the current content of public sector reform reveals little or no difference from the delineating administrative reform. The strategy of this reform encompasses the following elements.

1. **Restructuring the Government:** Eliminating red-tape, downsizing, decentralization of authorities and improving organization and responsiveness to clients are a few of restructuring devices
2. **Encouraging the participation of beneficiaries from bottom up in different decision making;**
3. **Initiating human resource development (HRD):** This is done through training and developing interpersonal skills, providing career advice and monitoring, encouraging of

mobility and broadening experience, introducing participative management styles, providing performance feedback, introducing human development planning, and developing of personnel management functions and powers.

4. **Accountability:** This is a complex concept. Its attainment is aliening objective of most public sector reforms and involves much more than simply tackling corruption. As Paul (1991:) noted, “accountability is the driving force that generates the pressure for key actors invited to be responsible for and to ensure good public performance.” The most important assumed ends of accountability are; legitimacy of decision makers, moral conduct, responsiveness, openness, optimal resource utilization, and improving efficiency and effectiveness (Turner & Hulme, 1997).
5. **Public-private mixes:** The international financial agencies have developed a passion for privatizing public enterprises. But they have also encouraging cooperation of public and private organizations in the field of social welfare as another technique of administration / public reform. Governments in developing countries become major providers of health and education services. The ‘public goods’ argument, which considers education and health as basic human rights, has been the justification for massive public sector involvement in these activities.

Turner and Hulme (1997) added that:

...Almost in all countries where large social services are provided publicly on large scale, the burden on public resources is crippling and the quality of services has suffered. These changed circumstances have promoted a search for alternative approaches, one of which is for government to invite the private sector to collaborate in attempting to reduce the social deficient in education and health. It is argued that equity, equality, and efficiency are not the exclusive properties of either public or private sectors.

As World Bank argues, governments should focus on what they do best which is providing public goods and services and regulatory framework that ensures minimum standards of quality and prevents fraud.

6. The other strategy is a pluralistic supply systems giving choice to consumers that will increase the overall quality and efficiency. Such collaborative initiatives involving both public and private institutions, and non-governmental organizations, which appear to present governments with opportunities to give their citizens improved access to services. Also, the competition in such service provision arrangements should work to encourage quality

institutions. However, familiar problems of institutional holdings by elites and middle classes could emerge with persons from the groups utilizing their power, knowledge, and networks to reap to the greatest benefits from the collaborative public-private arrangements.

2.3.2 How Appropriate Services can be provided by State

To the effectiveness of the above, Mackintosh (2000) assessed what is wrong with the state to provide appropriate services. After assessing, he proposed the following measures, among other things, to facilitate public service delivery in the state.

2.3.2.1 Squeezing the State

This option of squeezing the state includes cut the state activities, sell the state assets and companies (Privatize), buy more service (contracting out), charge more for state services, and cut benefits. The following points are directly taken from Mackintosh (2000) as measures that should be taken to provide better services:

- A. Cut the state activities:** Provide fewer goods and services either directly, for example, by building fewer council houses, or recruiting fewer soldiers; or indirectly, for example, by funding fewer independent advice centers.
- B. Sell the state assets and companies (Privatize):** sell state owned utilities, for example, electricity and water, to private shareholders; sell state owned land and buildings to privates.
- C. Contracting out (Buy more service):** Purchase services such as road cleaning or care for the elderly from private and non-profit suppliers. This may cut the numbers of workers.
- D. Charge more for state services:** This might reduce the use of services. It will reduce the taxes, which have to be raised to finance a given level of services.
- E. Cut benefits:** Spend less on cash benefits for individual such as state pensions, social security and child benefits.

In between them, the methods aim to cut what the state spends, the taxes it raises, its workforce and its output. Of-course, it is hard to generalize about the squeeze on the state in the very diverse Third World, but it should be applied in cases where the spending is greater than GDP.

2.3.1.2 Splitting the State

If the state cannot be squeezed as fast as the neo-liberal reformers would wish, and consists in any case self-interested agencies and individuals, then the state should be reconstructed to provide better services to those individuals and agencies with the right incentives to perform the jobs the government wants to be accomplished. If monopoly power shields bureaucrats from challenges, then the answer will be the competitive market pressure as much as possible (Mackintosh, 2000). He also pointed out the following major areas related to splitting the states to make it competitive institution.

- A. **Enforced Tendering:** For state financed activities, which forces public providers to compete with private competition.
- B. **Deregulation and Liberalization:** Opening up areas hitherto state monopolies, like education to private competition.
- C. **Creating autonomous agencies:** Separating off parts of the state as autonomous units that is able to manage their own affairs like public enterprises is possible.
- D. **Profit and Cost centers:** This means breaking state agencies down into small units for management purposes, with control of budgets at unit level.
- E. **Internal competition:** Trying to create competition between state suppliers to provide a given state services.

Having such a wide concepts on both civil service reform and other alternative service delivery mechanisms, this chapter will summarize what has been discussed before dealing with data presentation and discussion in chapter three.

2.5 SUMMARY

The New Public Management (NPM) is the global paradigm for public administration. However, many people define the New Public Management differently so far. The Americans, define it as reinvention of government, which apply market economy practices, fostering competitiveness, privatization and downsizing of government programs. The European countries relate NPM more to institutional and the policy side of change, relying on economic and political science concepts and methodology (Jreisat, 2002). Individual scholars also define it as *empty canvas* and *collection*

of more flexible strategies in terms of service delivery and human resource management (Common, 1998; Ferlie, 1996). Hence, there is no concrete agreement on one definition so far.

The NPM type of reform has its own features or characteristics. Pallot (1996:18-19) as cited in Jreisat (2002) and Minogue (1998) characterizes NPM as greater segregation of public-sector organizations into separate entities; the use of transformed bureaucratic culture and management practices; an emphasis on efficiency and cost reduction; the rise of new managerial elite that satisfies the needs of customers; more explicit and measurable standards of performance; attempts to control public sector organizational units through present output measures; and a separation of strategic planning from operational planning.

Civil Service Reform is part of NPM. Like NPM, defining Civil Service precisely has difficulties. But some say that a broad 'constitutional' approach defines the civil service as an essential institution within a framework of the major responsibility for the functions of government, and even as essential to the survival of a governmental system (Minogue, 1998).

The reasons, motives and expectations for CSR vary from country to country over the years. In the most developed northern countries, CSR was driven by ideology in response to citizen and taxpayers' demands for improved public services and make the role of government smaller at all levels and encourage private sector participation, and reduced tax burdens (Epstein, 1990 and Gore, 1998 in Minogue et al., 1998).

In the transition economies, CSR was used to break down authoritarian institutional structures and expedite democratic development and economic market reforms. In the case of developing countries, especially in Africa and South America, the CSR has been undertaken as a direct consequence of the early experience of Structural Adjustment Programs (Kiggundu, 1998; Chaundhry et al., 1994). Others even relate it to job reduction, improved efficiency of service delivery, costs reduction, the applications of computer and information technology, capacity development, and managerialism leading to what others have called a new paradigm in public administration (McCourt, 1998; Commons, 1997; Borins, 1994).

According to CSR Report (1994), the major causes for civil service reform at the beginning of 1990's were the ineffectiveness of policies, rules and regulations of civil service; lack of experience of planning and implementation by the civil service; lack of structural set up for effective monitoring and control; undefined management systems and procedures in utilization of manpower and other resources; and lack of managerial know-how, absence of standard of job classification and low service delivery systems.

Specifically, service delivery in the country has had also enormous challenges, among which: lack of accountability, long and time consuming organizational structures, concentration of many institutions on routine activities, absence of complaint handling institution or mechanism, neglecting of customers needs, lack of capacity of many government institutions to give sufficient attention to service delivery improvements, lack of initiative and commitment, shortage of resources, inconsistent regulations and guidelines by governing institutions, the unfavorable conditions of work and misuse of human resource management system, and absence of consistent government policies (SDR Sub-Program, 2000; Balogun and Mutahaba, 1999).

Having this theoretical background in mind, the next chapter presents and discusses the data gathered on SDR.

CHAPTER THREE

DATA PRESENTATION AND DISCUSSION

3.1 INTRODUCTION

This chapter discusses data gathered from the field and presents background information of the respondents, which clarify the sex, age, educational level, service years, family size, and religion of both employees and clients of the ministries. It also deals with data presentation of very important part of the achievements of SDR. Each sub-topic will be presented and discussed as follows.

3.2. CHARACTERISTICS OF THE RESPONDENTS

Respondents' characteristics are important in this research to fully assess the delivery of service in the ministries. Accordingly, the sex, age, educational background, services in years, family size and religion of service providers (employees) of each ministry is identified first. Likewise, it is assumed that the same information is also important to understand the demographic and educational background and occupation of clients or customers of the ministries.

3.2.1. The Staff Members

The staff members who responded to the questionnaire in both ministries came from different departments and services that were recorded as having close contact with the implementation of SDR. Based on this, a total of 50 questionnaires were distributed to staff members of the two ministries each 25. However, the rate of return for the questionnaire is 64 percent. The information gathered as background of the respondents is tabulated in Table 3.1.

Table 3.1 The Age, Sex and Educational Level of Employees Respondents

	Sex			Age			Educational level		
	M	F	T	18-33	34-49	> 50	Dip	BA	MA/M SC
MoTI	12	4	16	3	11	2	1	11	4
MoFED	14	2	16	3	10	3	7	7	2
Total	26	6	32	6	21	5	8	18	6

Source: Own Survey

As indicated in Table 3.1, 75 percent of MoTI and 88 percent of MoFED of the respondents are males and the remaining 25 percent and 12 percent respectively are females. Regarding the age category, 81 percent of each staff members in both ministries are above 34 years of age. According to the data in Table 3.1, 94 percent of the respondents of MoTI and 56 percent of the respondents of MoFED have at least first-degree. Thus, the respondents seem mature enough and capable to respond to questionnaire of the study.

Table 3.2 Service Years, Family Size and Religion of Employee Respondents

	Service in years				Family size				Religion			
	0-10	11-20	21-30	>30	1-2	3 - 4	6- 8	> 8	Chris.	Mus.	'Waq'	Others
MoTI	2	9	5	-	5	8	3	-	15	-	-	1
MoFED	2	6	7	1	3	5	7	1	16	-	-	-
Total	4	15	12	1	8	13	10	1	31	-	-	1

Source: Own Survey

Chris. =Christian; Mus.= Muslim; 'Waq'. =Wakeffanna (Almighty God)

From Table 3.2 above, one can refer that 88 percent and 81 percent in MoTI and in MoFED respectively have more than 11 years of services. This implies that majority of the respondents have served for a longer period of time before and after the introduction of the SDR. Regarding the family size, 69 percent and 81 percent of the employees in MoTI and in MoFED respectively have more than 3 family members.

The other element presented in Table 3.2 is the religion affiliation of the employees. The basic assumption of including religious types in the background of informants was to examine the rumor that was heard from some people that most employees give more attention to religion than SDR. As one can see from the Table, 94 percent in MoTI and 100 percent in MoFED are followers of Christianity. Hence, majority of workers in the ministries are Christians.

3.2.2. The Clients of the ministries

One of the underlying causes of Service Delivery Reform in the country in general and in the two ministries in particular is to maintain the satisfaction of clients. Based on this objective, the research has targeted to identify whether the SDR undertaken in the ministries has satisfied the needs of clients/customers or not. To this effect, 20 clients for each ministry are selected to participate in responding to the questionnaire, which makes the total target number of clients 40 for both ministries. Among this, 33 clients (83 percent) in general for both ministries and 15 (75 percent) for MoTI and 18 (90 percent) for MoFED have respond to the questionnaire.

As Table 3.3 below shows among the client respondents, 80 percent of MoTI and 83 percent of MoFED are males and the remaining 20 percent and 17 percent respectively are females. Regarding age specificity, about 73 percent of respondent clients of MoTI and 72 percents of MoFED are above 34 years. With respect to educational status, 47 percent and 39 percent respondents clients of MoTI and MoFED respectively have first degree or above.

Table 3.3: Age, Sex and Educational Level of Client Respondents

	Sex			Age			Educational level		
	M	F	T	18-33	34-49	> 50	Dip	BA	MA/M SC
MoTI	12	3	15	4	8	3	8	6	1
MoFED	15	3	18	5	11	2	11	7	-
Total	27	6	33	9	19	5	19	13	1

Source: Own Survey

3.2.3. Interview of Officials and Stakeholders

In addition to the employees' and clients' questionnaire, the researcher has held interview with 3 officials and 3 stakeholders from each ministry. The total number of interviewee here for both ministries is 12. All the officials interviewed in each ministry were males since no female employee was in positions that have relevance with SDR in both ministries.

Regarding the stakeholders of Ministry of Trade and Industry, the Ethiopian Investment Commission, Ministry of Capacity Building and Ethiopian Medium and Small Enterprise Agency are canvassed. In relation to Ministry of Finance and Economic Development, the Ethiopian Mapping Agency, Central Statistical Authority and Agricultural Extension Package under the Ministry of Agriculture and Rural Development are included. The last stakeholder is considered to respond to the quest because the Head Office ordered the organization because it has had more contact with MoFED to facilitate the budget required for the Project of Agricultural Extension Package.

Generally, among 102-targeted sample size respondents for written questionnaire and interview, 77 respondents (75.5 percent) responded to the study. The whole idea of those respondents will be discussed in the data below.

3.3. DATA DISCUSSION ON ACHIEVEMENT OF SDR.

To assess the extent to which SDR objectives are achieved, the respondents have rated each of the achievements on a 5- point scale, with 5 being "very high" and 1 being "very low" (Table 3.5A,B, C). However, for the sake of convenience for data presentation 'H' show that the respondents have rated the achievement as 'very high or high'; those percentage indicated with 'M' imply that the respondents rated the achievement as 'Medium'; and those with 'L' indicates that the respondents rated the achievements as 'low or Very low'. Having this, the data discussion focused on the highest percentage indicated in the response. This does not mean smaller rates do not have any significance to assess the achievements and challenges, but to show only the relatively sounding one and other left to be interpreted by the readers.

3.3.1. The Opinion of Respondents within the ministries.

According to Table 3.5A below, service coverage is rated as high with 88 percent for MoTI and 62 percent for MoFED. Quality service is also rated as high with 69 for MoTI and 56 percents for MoFED. Revenue increment is indicated as high with 50 percent for MoTI but as low with 56 percent for MoFED. Getting accurate and timely information is still below average in both ministries even if no higher rate was recorded. Incentives; Equity, transparency and motivation; result-oriented evaluation system; and the rewarding system that the ministries used to apply at the beginning of the introduction of the SDR are rated as low with 81,56, 56, and 94 percents for MoTI, and with 88, 69, 44, and 81 percents for MoFED respectively.

Table 3.5A: Respondents Rating on Achievements of SDR Reflected up on the Institutions

No	Achievement Reflected up on the Institutions	% Of Respondents of Each Ministry					
		MoTI			MoFED		
		H	M	L	H	M	L
1	SDR increased service coverage	88	6	6	62	19	19
2	Quality service is achieved	69	25	6	56	38	6
3	SDR increased revenue	50	25	25	13	31	56
4	SDR reduced costs	38	44	19	31	25	44
5	SDR improved direct, accurate and timely information expectations	44	44	12	31	38	31
6	Incentives given to workers improved service delivery	0	19	81	6	6	88
7	The new pay structure represents equity, transparency and motivation for employees	25	19	56	6	25	69
8	Result-oriented work evaluation is practically observed	19	25	56	18	38	44
9	Awarding system is established for healthy competition among workers	0	6	94	0	19	81

Source: Own Survey

1. 'H' - Very High or High 2. 'M' - Medium 3. 'L' - Low or Very low

In similar manner, respondents have rated the achievements reflected on employees as follow (Table 3.5B). Feeling sense of urgency, and the absenteeism and lack of discipline of employees is indicated as high with 56 and 50 percents for MoTI, but as medium with 50, 50 percents for

MoFED. Regarding flourishing of commitment of citizens, respondents rate it as medium for both ministries with 50 percent for MoTI, and with 75 percent for MoFED. The achievement of result – based incentives is rated to be as low for both ministries with 94 percent for MoTI, and 100 for MoFED. Others like responsiveness, accountableness, being transparent, and capacity of workers are rated as medium for both ministries with 56, 44, 50, 50 percents for MoTI, and with 56, 56, 63, and 50 percents for MoFED respectively (See Table 3.5B)

Table 3.5B: Respondents Rating on Achievements of SDR Reflected up on Employees

II	Achievements reflected up on Employees	% Of Respondents of Each Ministry					
		MoTI			MoFED		
		H	M	L	H	M	L
1	Workers increasingly have become responsible	38	56	6	38	56	6
2	Sense of urgency is created	56	31	13	38	50	12
3	Absenteeism, indiscipline and moonlighting of workers progressively declined	50	31	19	25	50	25
4	Committed citizens are produced	24	38	38	13	75	12
5	The capacity of workers increased	12	50	38	12	50	38
6	Accountable workers flourished	31	44	25	25	56	19
7	Transparent workers are practically produced	38	50	12	12	63	25
8	By SDR, workers have gained incentives based on result-oriented evaluation	0	6	94	0	0	100

Source: Own Survey

1. 'H' - Very High or High 2. 'M' - Medium 3. 'L' - Low or Very low

In relation to achievements reflected upon officials, respondents have rated the officials attention towards customers, accountableness, relationship of officials with employees, and their responsiveness as high with 63 and the remaining three with 44 percents for MoTI, but as medium with 56, 69, 56, and 50 percents for MoFED respectively. Where the decision making capability of officials and their encouraging the SDR with research are rated as low with 56 and 69 percents for MoTI, they are rated as medium with 50 percent and as low with 94 percent for MoFED respectively.

Table 3.5C: Respondents Rating on Achievements of SDR Reflected up on Officials

No	Achievements Reflected up on Officials	% Of Respondents of Each Ministry					
		MoTI			MoFED		
		H	M	L	H	M	L
1	The SDR enabled the officials to give decisions in confidence than before	13	31	56	38	50	12
2	Leaders have given attention towards customer-focused than before the SDR	63	25	12	31	56	13
3	Accountable leadership is emerged	44	19	37	6	69	25
4	Officials began encouraging SDR through Research and study	0	31	69	6	0	94
5	Leaders began creating good relationship with workers	44	31	25	25	56	19
6	Responsive leadership is flourishing	44	31	25	31	50	19
7	Leaders are becoming effective and efficient	38	31	31	19	50	31

Source: Own Survey

1. 'H' - Very High or High 2. 'M' - Medium 3. 'L' - Low or Very low

3.3.2. The View of Clients and Stakeholders on achievements of SDR

As can be seen from Table 3.6, the clients have rated the institutional achievements on service coverage and quality service rendering as high with 53 and 47 percents for MoTI and 44 and 39 percent for MoFED respectively. The other achievements like improved time management, flourishing of committed citizen, and transparency is rated as low with 53, 47 and 60 percents for MoTI, and 45, 39 and 61 percents for MoFED respectively. Concerning the attitudinal change of officials particularly, in addressing the customers' satisfaction, clients / stakeholder rate it as medium with rate of 60 for MoTI, and as low with rate of 50 for MoFED. The remaining two namely, accountability and confidence in decision making of the officials were indicated as low with 40 and 47 percents for MoTI, and with 45 and 39 for MoFED as their respective settings. The respondents also rate the attitudinal change of employees in relation to accountability and

responsiveness as low with 67 and 60 for MoTI, and high with 50 and 61 percents for MoFED. Sense of urgency is indicated as high with 40 percent for MoTI, but as low with 51 for MoFED.

All these imply that except the service coverage and quality services that were recognized improved by clients and stakeholders, the remaining ones are recognized only as medium or low except sense of urgency registered as high in MoTI.

Table 3.6 Clients and Stakeholders Rating on Achievements of SDR Reflected up on the Institutions, Officials, and the Employees

I	Achievement Reflected up on the Institutions	% Of Respondents of Each Ministry					
		MoTI			MoFED		
		H	M	L	H	M	L
1	SDR increased service coverage	53	40	7	44	39	17
2	Quality service is achieved	47	40	13	39	33	28
3	Time management is improved	40	7	53	27	28	45
4	Committed citizens are produced	20	33	47	33	28	39
5	Transparency is practically gained	27	13	60	22	17	61
II	Achievement Reflected up on the Employees						
1	Accountable workers are increased	13	20	67	28	22	50
2	Workers increasingly become responsive	20	20	60	17	22	61
3	Sense of urgency is recognized	40	33	27	22	27	51
III	Achievement Reflected up on the Officials						
1	Leaders are focusing on customer satisfaction	33	60	7	28	22	50
2	Accountable leadership is emerging	27	33	40	33	22	45
3	Leaders are effective and efficient in decision-making	13	40	47	28	33	39

Source: Own Survey

1. 'H' - Very High or High 2. 'M' - Medium 3. 'L' - Low or Very low

3.4. CHALLENGES ENCOUNTERED IN SERVICE DELIVERY REFORM PROGRAM

As Mugaju and Langseth (1996: 112) reported, though there are achievements in Uganda's SDR, there were also major challenges encountered in the implementation of CSR. The authors commented on the challenges encountered in Uganda as the following, "The main challenges to the on-going civil service reform effort include widespread resistance to change, poor time management, overstaffing and, above all, apparently incurable corruption resulting from the lack of a dynamic integrity system"

Similarly, the ministries under study faced a number of challenges that have blocked the program or slowed down the pace of the reform, or threatened to blow off the program. Below are some specific challenges faced the progress of SDR in the two ministries.

As respondents were asked to rate on the challenges encountered in the ministry using a 5- scale points, 5 being very high and 1 being very low. As can be seen from Table 3.7A, among the six assumed internal challenges that have relation with lack of implementation capacity of the ministries, the respondents rate work burden, lack of enough budget and salary freezes as high with 57, 44, and 56 percents for MoTI and 44, 44, and 57 percents for MoFED respectively. The other challenges like lack of coordination, and shortage of adequate training are rated as high with 44 percents each for MoTI, and 57, and 44 percents for MoFED as their settings. But shortage of skilled manpower is indicated as high in MoTI with rate of 62 percent, but as low with rate of 50 percent for MoFED.

In relation to the challenges that emanated from officials, lack of accountability, transparency, and motivation are rated as high with 57, 57 and 62 percents for MoTI, and 44, 63 and 57 for MoFED respectively. In relation to external factors, lack of support from MCB, lack of clarity of policy issues and blurred evaluation system are rated as high with 63, 57, and 63 percents for MoTI, and as high with all the three a rate of 57 percent for MoFED.

Table 3.7A Respondents Rating on Challenges Related to lack of capacity of the ministry and External Conditions in the ministries

Ministries' Internal and External Challenges		% Of Respondents of Each Ministry					
		MoTI			MoFED		
		H	M	L	H	M	L
I	Challenges Reflected by the institutions						
1	Very high <i>work burden</i> in the ministry	57	6	37	44	25	31
2	Lack of enough budget	44	19	37	44	12	44
3	Shortage of skilled manpower	62	31	7	38	12	50
4	Salary increment freezes	56	19	25	57	37	6
5	Lack of coordination of the management bodies	44	18	38	57	6	37
6	Inadequate training given to civil servants	44	6	50	44	25	31
II	Challenges Reflected by officials						
1	Lack of full accountability from the officials	57	19	24	44	37	19
2	Lack of transparency	57	31	12	63	31	6
3	Lack of motivation	62	31	7	57	25	18
III	Challenges related to External conditions						
1	Lack of support from Ministry of Capacity Building	63	6	31	57	19	24
2	Lack of clarity of policy, strategies, rules and guidelines of the reform.	57	31	12	57	6	37
3	Blurred evaluation system of the employees	63	6	31	57	6	37

Source: Own Survey

1. 'H' - Very High or High 2. 'M' - Medium 3. 'L' - Low or Very low

As can be seen from Table 3.7B, in addition to the above major challenges resulting from lack of institutional capacity, officials and external forces, the following are the challenges that emanated from the employees' work ethics. Accordingly, respondents rate on as high as 69, 63, 63, and 57 percents for lack of experience, workers skeptical to SDR, lack of motivation, and resistance to change for MoTI, and also rated as high with 63, 57 63, and 50 percents for the same cases for

MoFED respectively. But they rate lack of positive attitude for work values and mismanagement of time observed by employees as low as 50 and 44 percents for MoTI, and 63 and 69 percents for MoFED respectively.

Table 3.7B: Respondents Rating on Challenges Related to Working Ethics of Employees in the ministries

Challenges Reflected by the Employees		% Of Respondents of Each Ministry					
		MoTI			MoFED		
		H	M	L	H	M	L
1	Lack of positive attitude for work values	32	18	50	37	0	63
2	Resistance to change	57	19	24	50	12	38
3	Late entering and early leaving of the workers to and from offices	37	19	44	19	12	69
4	Workers skeptical on SDR assuming that it is externally inspired imposition and may end up retrenching them from their jobs in the long run	63	25	12	57	25	18
5	Lack of experience from the workers on SDR	69	25	6	63	25	12
6	Lack of motivation of workers	63	12	25	63	25	12

Source: Own Survey

1. 'H' - Very High or High 2. 'M' - Medium 3. 'L' - - Low or Very low

Similarly, the clients and stakeholders identified some common challenges that faced the ministries currently. Accordingly, these problems are set based on their rating number in a descending order of their importance as follow.

- Lack of attitudinal change of both employees and middle and lower officials,
- Lack of morale from civil servants as the result of absence of incentives,
- Shortage of skilled manpower,
- Lack of experiences of implementing SDR,
- Low Accountability of the management bodies,
- Lack of coordination between and among management bodies persisted,

- Mismanagement of time,
- Overburden of work is seen on few employees
- Lack of transparency of officials and employees (Absence of readiness to solve problems),
- Most employees do not respect the clients / customers.
- Most employees of the ministry do not give high values for work,

It seems that the challenges listed by the clients complemented the list of challenges exposed by internal respondents.

3.5 SUMMARY

Among 102 respondents planned to respond (employees, clients and stakeholders), 77 respondents or 75.5 percent have responded to the study questionnaires and interviews scheduled (See Tables 3.1-3.3). The following few paragraphs summarize what were discussed in chapter three regarding data presentation focusing on the similarities and differences of achievements that the respondent rated and the challenges that also indicated by the respondents.

3.5.1 Achievements

3.5.1.1 Similarities

As the two categories (internal and external) respondents recognized for both ministries, among the achievements that the ministries gained as institutions, service coverage and quality services are to some extent the two major achievements.

Besides the above achievements rated by internal respondents of each ministry, other similarities that both ministries have planned to achieve, but not gained yet were the incentive promised by the government. Respondents reflect this gaining of incentive as low with 81 percent for MoTI and with 88 percent for MoFED. The establishment of award system, which is also assumed to initiate workers for competition and encourages good service delivery, is rated as low with 94 percent for MoTI and 81 percent for MoFED. Furthermore, the new pay structure does not represent equity, transparency and motivation in the remuneration system made by the ministries as indicated by the respondents as low with 56 percent and 69 percent for MoTI and MoFED

respectively. Though both ministries began exercising the result-oriented evaluation, it is still at low level rated with 56 percent for MoTI and 44 percent for MoFED (See Table 3.5A).

Similarly, internal respondents rated the achievements that were assumed to be attained by the workers namely, responsiveness, accountableness, and the increment of capacity of workers on similar medium scale level having 56, 44, 50 percents for MoTI and 56, 56, 50 for MoFED respectively (See Table 3.5B). Regarding the achievements of SDR that was planned to improve the performance of the officials, the attitudinal change, accountability, responsibility and supporting SDR with research, among others, are responded as low in both cases (See Table 3.5C).

3.5.1.2 Differences

Differences in achievements in the ministries are also explained as it has been done above for the similarities. Accordingly, for institutional achievements, the respondents rate on the increased revenue as high with 50 percent for MoTI, but as low, 56 percent, for MoFED.

Concerning the achievements reflected upon the employees, the internal respondents rate sense of urgency, and improvement of absenteeism and indiscipline of workers as high with 56 and 50 for MoTI, but as medium with 50 and 50 for MoFED respectively. The flourishing of committed citizen is rated as low or medium with both 38 percent for MoTI, but as medium with 75 percent for MoFED.

In addition to this, the respondents rate the confidence of decision making of officials as low with 56 percent for MoTI, and with 50 percent for MoFED. While the officials' attention giving to customers is rated as high with 63 percent for MoTI, it is rated as medium with 56 percent for MoFED. The emergence of accountable and responsive officials is rated as high with both 44 percent for MoTI, but as medium with 69 and 56 percent for MoFED respectively. The extent of officials' creation of good relation with employees is rated as high with 44 percent for MoTI but as medium, 56 percent, for MoFED.

Finally, clients and/or stakeholders stated that even if there is relative service delivery improvement in the ministries, they indicated that the assumed achievements are not attained as

the result of several challenges like lack of attitudinal changes, less accountability and responsibility, and other relevant problems of both employees and officials. The responses of those clients and stakeholder on achievements mostly revolve under average achievements i.e., below 50 percent (See table 3.6).

3.5.2 Challenges

As the elements of measurement indicators for challenges are identical to both ministries, the challenges are reflected in similarities rather than differences. Hence, commonly rated similar problems are entertained with those, which are a little bit different. Accordingly, for instance, the challenges of institutional implementation capacity and external factors are similar for both except that of shortage of skilled manpower rated as high with 62 percent in MoTI, but as low with 50 percent in MoFED (Refer to Table 3.5A). In relation to achievements reflected upon employees, still the ministries experience similar problems except resistance to change rated as high with 57 percent for MoTI, but as medium with 50 percent for MoFED (See Table 3.7B).

Last but not least, clients and stakeholders have also substantiated the mentioned challenges as having more similarities than differences. According to the major challenges enumerated by them, deterioration of morale of civil servants as the result of absence of incentives, shortage of skilled manpower, lack of experiences of implementing SDR, low accountability of the management bodies, lack of coordination between and among management bodies persisted, mismanagement of time, overburden of work seen on few employees, lack of transparency of officials and employees (absence of readiness to solve problems), refusal of respect by employees to clients / customers, undermining of work value by employees, and generally, lack of attitudinal change of both employees, and middle and lower officials.

CHAPTER FOUR

ANALYSIS OF SDR IN THE MoTI AND MoFED

4.1 INTRODUCTION

This chapter analyses the data presented and discussed in chapter three. It contains four sub-topics, of which the first one is the introduction part that shows the general contents of the chapter, the second sub-topic deals with the analysis of the implementations of CSR and SDR turn by turn. In this, the enabling environment that was in place during the implementation of CSR in the ministries and the strategies applied would be discussed.

The third sub-topic explains the progress recorded by implemented SDR in the ministries. Under this sub-topic, the assumed achievements like effectiveness, better quality services, result-oriented evaluation system, and commitments were analyzed.

The fourth sub-topic analyses the challenges encountered the on-going SDR. The challenges were categorized with their root causes among which the first categories are caused by lack of institutional capacity of the ministries and external factors. The second categories are included under factors related to employees' work ethics, and the performances officials of the ministries.

In the analysis, the concepts that were raised in the theoretical framework and the data discussions as well as personal observation of the researcher would be accommodated

4.2 IMPLEMENTATION OF CIVIL SERVICE REFORM PROGRAMS

(CSRP)

Though the implementation status differs, both developed and developing countries of the world are undertaking Civil Service Reforms. The practices of CSR of developed countries have been transferred to many developing countries including the Africans. Many African countries have undertaken the CSR among which Uganda, Kenya, Malawi and Nigeria are a few. All countries have their own specific objective, achievements and challenges encountered in the implementation of CSR introduced.

To begin with, for instance, Uganda has introduced the CSRP in 1992 being supported by the International Development Association (IDA) under the second and third technical Assistance credits and by the UNDP, the Netherlands, and Sweden (SIDA). The basic objectives of Uganda's CSRP has been the creation of a smaller, better paid, cost effective, efficient, responsive and results-oriented civil services.

The CSR of Kenya was instituted in April 1992 *having the objectives of improving the quality of public services, reducing government expenditure, raising the productivity of the civil service and rationalizing staffing levels*. To implement the reforms, the country planned three phases. The first CSR focused on the reduction of the number of civil servants, in a bid to cut costs. The second was focused on bringing about a marked improvement in policy analysis and performance. The third stage was to focus on the improvement of finance and general management (Manda, 2003).

Malawi on its side has launched the civil service action plan (CSAP) in 1996. The reform is one of the most comprehensive plans ever attempted in the country (Durevall, 2003 in ed. Mugerwa, 2003). The aim of CSAP in Malawi was to improve the efficiency and effectiveness of the civil service by restructuring the establishment and retrenching the staff. The government also sought to improve financial and human resources management, and generally to manage the process of changing the public sector better (Lungu and Mugore, 1999 in Mugerwa, 2003).

By the same token, the two ministries under research have begun undertaking the CSR to resolve the problems encountered by the civil services of the ministries earlier. In so doing, these two executive bodies of the federal ministries have been assigned to carryout CSRP with their own specific objectives based on the services they provide to client / customers. Hence, it is important to mention the services those ministries render before searching the enabling environments that might have been in place for the reform.

Accordingly, the Ministry of Finance and Economic Development (MoFED) provides a wide range of services to all federal ministries, affiliated branches as well as other government agencies. To this effect, the ministry claims that it reengineered almost all of its departments and

services but for the sake of priority it gave special attention to reorganizing and restructuring customer-focused services in the departments of Disbursement, Government Procurement, Administration and Finance, Accounts, and Internal control system.

Therefore, the ministry claims that based on the recommendation of business process reengineering (BPR) study, it decentralized all the above services to be implemented by the agencies (MoFED, 2005). In similar vein, the Ministry of Trade and Industry incorporates three main sectors, which have large fields under them as shown below (MoTI, 2005).

Table 3.4 The Main Sectors and Fields of Services Provided by MoTI

Foreign Trade Sector	Services Sector	Manufacturing Sector
Export Import Export and Imports Customs Clearance Foreign Trade Auxiliary Commercial Representative	Freight (Dry Cargo) Freight (Truck Tanker) Public Transport Cross Regional Hotel International Restaurants Star Designated Hotels Tour Operation Hunting and Safari Service Tour Operation and Travel Agent Tour Operation Travel Agent and Safari Service General Hospital Special Hospital Higher Education Institution Freight Forwarding Ship Agent Goods Transport and Ship Agent Import and Export Goods Inspection Service Courier Service Petroleum and by Products Delivery Capital Goods Lease Water Well Drilling or Clearing Work Engineering or Technical Consultancy Service Grade I Contractor Agricultural Service Press Works – Newspaper Press Works -Magazine Press Works – Newspaper and Magazine Press Works – Electronic Printing Press Works –Film Production	Industry and Agricultural Development

Source: Adapted from Documentation and Information Department of MoTI (2005)

According to the officials in the MoTI, all the above stated duties in relation to service provision belong to the Department of Registration and Business Licensing (DRBL), where large number of customers has been provided different services.

To undertake a CSR, there were some enabling conditions that must be fulfilled. Accordingly, the ministries prepared the necessary enabling environment (internal condition) to carryout the reform. Among other things, the ministries have had relative commitment from the political leadership; clear standards of service delivery; prepared strategic Planning and Management (SPM) and business process reengineering (BPR); identified customer's needs and expectations; partially suitable offices were arranged; set good foreign benchmarks; deployed adequate budgets; prepared proclamations, rules and regulations; and to a little degree skilled manpower (CSR Documents of MoTI and MoFED, 2005).

Having these conditions and the objectives to alleviate the bottleneck of civil service reforms mentioned earlier, the ministries have introduced all the five branches of CSR as the government priority areas and the objective reality of each ministry. Hence, the ministries have given priority mainly to service delivery where large services are provided to change the previous bad image of the ministries, maintain client/customer satisfactions, use the already existing manpower, make the financial system available and eliminate the backlog of the system, integrate the different regions financial control, concentrate in areas of efficiency achievement, use the fresh and ready commitment of leadership, promote positive attitude of employees towards serving the public, establish complaints handling mechanism, provide adequate information, create consultation with service users, and set service standards.

Obviously, these reforms could not be implemented without capacity of service rendering organizations. It seems that, in realization of this fact, the Ministry of Capacity Building was established in November 2001 to coordinate public sector reform activity and to take the reform program into its full implementation phase (PMO, 2001). To this effect, the MCB has given the initiative of training the Top Management and also to some extent tried to create awareness. After training, both ministries have applied the Human Resource Management Reform by recognizing that no reform could take place without appropriate capacity building and deployment of human

resource. After these two common reform branches, while the MoTI applied the Service Delivery Reform, the MoFED has given attention to the Expenditure Management and Control Reform simultaneously with SDR. Finally, both ministries have implemented the Ethics reform.

Though the ministries have begun exercising all the branches of CSR, the most priority areas of government and the ministries was the SDR. The following discussion deals with this case.

4.3 IMPLEMENTATION OF SERVICE DELIVERY REFORM

It has been reflected that the main objective of implementing SDR is to improve the delivery of services to the public based on established principles. For instance, the United Kingdom has established some principles like setting of standards for service delivery and the assessment of actual performance against the standards, openness as to how the services are run, consultation with service users, choice as to the services which are available, value for money, and remedies when things go wrong. To this effect, UK has established a Citizen's Complaints Task Force, which reviews public complaints systems and recommend standard complaints procedures for every organization. The supporters of such reform see this mechanism as a single and effective method of empowering customers and assisting managers to pursue quality improvement.

Likewise, since there were no clear objectives, directions and strategies of implementing service delivery in civil service of Ethiopia so as to have consistency in government performance before 2000, this in turn partly accounts for inefficient and ineffective civil services of the country. As a result, the government has adopted the Public Service Delivery Improvement Policy (PSIP), which contains objectives, directions or instruments and strategies intended to bring a fundamental improvement in service delivery of civil service institutions. Federal civil service institutions have started implementing the policy and this also rolled out to Regional States. Most federal civil service reform offices have established Customer Services and Complaint Handling Units and have finalized the preparation of service standards.

According to MoFED (2005), the significance of PSIP as a civil service wide performance management system (including, the focus on self-scrutiny for attitudinal change, business process reengineering and restructuring) has been recognized by the government of Ethiopia as critical to addressing implementation bottlenecks. The overall objectives, instruments or directions and strategies of the policy were the following (PSIP, 2001).

4.3.1 The Policy Issue on SDR

The specific objectives of the policy were targeted to create efficiency and effectiveness of service delivery in the civil service and thus reducing the burden of providing and receiving services and thereby facilitating the socio-economic development; bring equity and facilitate access of service users to government provided services; and to manage institutions in such a way that they improve better quality services and if not, accountable for its failure. Based on these objectives, the policy also designed the following directions to be followed.

1. Formulation of mission statements;
2. Promoting positive attitude towards serving the public;
3. Defining eligibility;
4. Facilitating easy access;
5. Coordinating related services- MOTI (one stop shop);
6. Establishing complaint handling mechanism;
7. Provide adequate information;
8. Consulting with service users;
9. Setting service standards (Quantity, Quality, Cost & Time);
10. Providing cost effective services; and
11. Promoting transparency.

To strictly implement the above instruments, the policy has prepared strategies to be applied. The strategies of the policy include establishing an executive body; creating awareness; developing capacity building; encouraging employee participation; managing service delivery improvement through research and planning; establishing a national civil service award system; and rewarding exemplary performers.

Based on the objectives, directions and strategies, the ministries have given priorities to implement SDR in their respective areas to bring about an improvement in the quality and efficiency of civil service delivery performance. In this way, for instance, the Ministry of Trade and Industry planned to implement the SDR in all within 9 departments. However, after realizing that beginning such a reform in many departments would hinder the efficiency of the reform, the ministry has rather limited the implementation of the SDR to only the Department of Registration and Business Licensing (DRBL).

According to the ministry, the DRBL had been selected mainly because it provides services to about 65,000 traders, thereby to combat the endemic corruption prevailed in the bureaucracy of the ministry (there was said to be corruption from Birr 2 to Birr 70,000.00), and to improve the poor service delivery performance in the department by then (Office of CSRP in the MoTI, 2006). According to officials' opinion in the ministry, limiting the SDR in one department for the first time would help the ministry to apply all its resources in one area to achieve the immediate result and then could impart the lesson to other departments. Hence, the assumption was that after it successfully completed SDR in DRBL, the other departments would follow the same route in preparation of Strategic Planning and Management (SPM) and Business Process Reengineering (BPR).

Based on this, the ministry has first designed SPM in 2001 and BPR in 2002 and then put them into practice in their respective year of preparation. However, the implementation of the SDR was not so smooth because of lack of clear direction and other impediments until the mid 2002/03. To solve this problem, the ministry studied and identified where the problem lies and then revised its SPM and BPR by re-examining every activity done in DRBL after 9 months

experiences gained by trial and error. This was to say that in the selected department, the ministry referred to about 30,600 files, 7 countries and 22 offices as its benchmarks. Finally, it has prepared a big document (about 750 pages) that contains the guidelines and evaluation mechanism of BPR in the concerned department. To put the program into practice, the ministry has also given a sort of training on this document.

To prepare grounds for effective implementation, the MoTI has demolished the separate rooms in which individual workers were working in and began practicing the “One Stop Shop” working system in the DRBL. “One Stop Shop” here has the meaning of working system is an arrangement of the seating of the employees in one room just as workers of a bank do and providing similar services in efficient and effective way to clients. So, the service seekers save their time and resource to get services. In addition to this, the ministry has also begun computerizing all records and documentations to facilitate the working environment of SDR undertaken in the DRBL. In support of the SDR in the DRBL, the ministry has also reformed the record and documentation service provision under the Administration and Finance Services.

On the other hand, the Ministry of Finance and Economic Development implemented SDR in five departments: namely, the Procurement, Treasury, Administrative and Finance, Record and Documentation, and Central Accounting. In doing so, the ministry also used the “One Stop Shop” in the department of Treasury and in the Services of Record and Documentation. Unlike MoTI, MoFED is not giving large external services at its Head Office because of the fact that it has decentralized many of its authorities and responsibilities to its affiliated branches and also other federal ministries to run their own budgets. To facilitate the decentralized duties, it has also computerized most services that have work relationships in line with financial performances in all its offices. Some of the decentralized duties and responsibilities of MoFED are payroll preparation of salary and other payments, materials and service procurement and budget-credit.

To implement SDR, one of the strategies that were designed by the government, is the utilization of “One Stop Shop”. As most of the respondents have agreed, the working environment created for such a system has the following advantages.

- helps the customers not to count all doors of officials,

- uses to give many services in one place,
- saves time,
- makes all employees feel accountable,
- practice genuine transparency,
- saves money particularly for clients/customers,
- reduces corruption,
- facilitates service delivery for clients since both the supervisors and subordinates are in one room,
- helps the clients / customers to follow their cases,
- makes the supervisors to identify responsible workers from non-responsible ones,
- enables supervisors to identify problems of SDR implementation immediately, and
- makes absentees to be easily identified.

Although “One Stop Shop” strategy was reported to have many advantages, in practice customers did not stop complaining that things go wrong by service providers in both ministries. The process of lodging the complaints has been established in a way that it begins with the employee who committed a mistake and ends at the minister level. The procedure of appealing the complaints follows the next steps. The first step is that when a client is dissatisfied with acts of the service provider, he/she tells his/her dissatisfaction to the person that makes mistake. If this person is not satisfied with the response of the first person or the service provider, the client can appeal to the next boss/supervisor of the worker who committed the mistakes. The supervisor tries to seek solution to the client based on the proclamation, rules and regulations of the ministry. If no satisfaction from this boss yet, the client can claim to the Office of Complaint Handling established for this purpose in the ministries. Provided that the client is not satisfied with all these lower level decisions, he/she can present the complaint to the minister, where the last solution is given (See Figure 4.1).

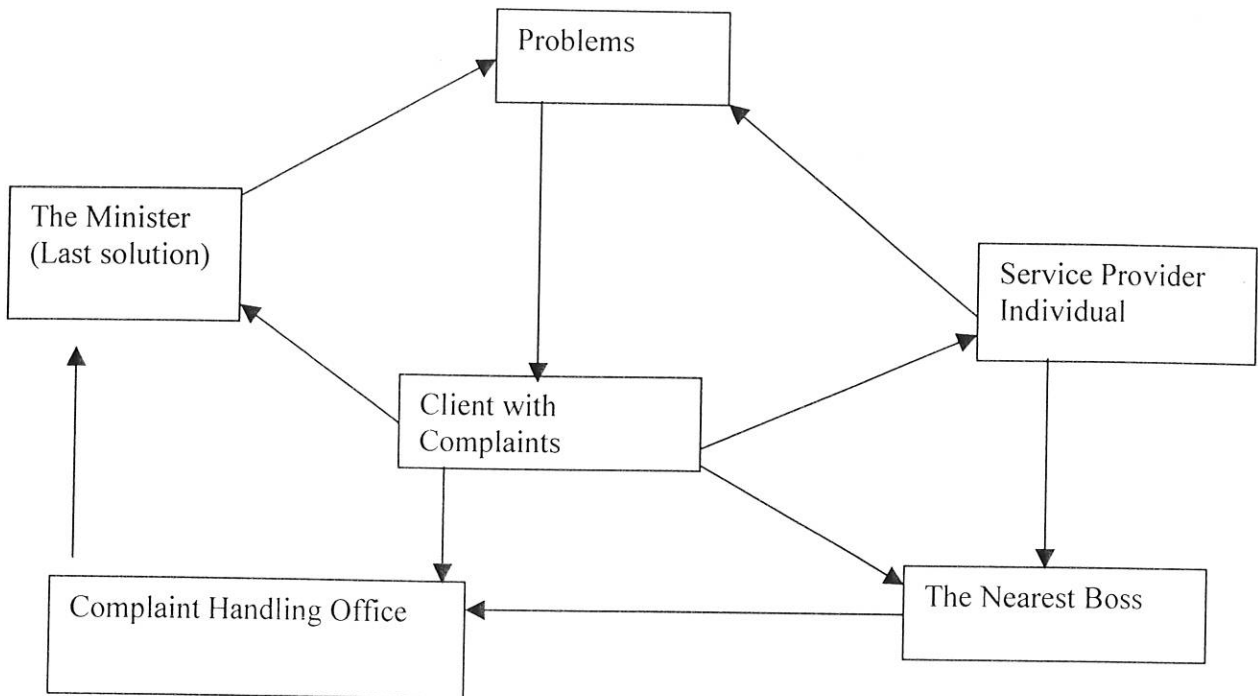


Figure 4.1: Complaint Handling Processes: MoTI and MoFED

Source: Own observation

Though, there are such processes of complaint handling mechanisms, the employees of the ministry who participated in responding to these questionnaires do not know the procedures and what kind of complaints are handled. The officials, on the other hand, claimed that there are complaints lodged to the offices many times; but very few persons who make complain have won so far on what they complained.

4.3.2 Clients' view on complaint Handling

Most of the clients/customers of MoTI have more than 10 years work-contacts with the ministry in the areas of registration of trade; namely, registration of commercial representative, issuance or renewal of business license, advisory investment services, cancellation of business license, privatization debates, implementation and performance, PLC implementation, management contracts and so on.

Those clients confirmed that there were serious problems in the Ministry of Trade and Industry before the introduction of the reform program regarding service delivery. Among the major problems raised by the clients are lack of documentation management, shortage of skilled manpower, absence of modern technology particularly of computerization, lack of clear proclamations, rules and regulations, absence of established norm of work ethics of employees and officials, time consuming processes of service provisions, and generally the presence of cumbersome bureaucracy. However, eyewitnesses from those clients confirm that former employees of the ministry have had rich experiences, full confidence and knowledge of what they perform unlike the present officials and employees.

The clients and other stakeholders of MoFED on their side indicate that they have had work relationship with the ministry in the areas of financial enquiry; implementation of financial proclamations, rules and regulation; budget permission, releasing and transfer processes; monthly report of financial performance, etc.

The clients / stakeholders mapped the working image of the ministry before and after SDR. According to those clients, MoFED had no good history in service delivery before the SDR was implemented. Probably, the reason was that the ministry was highly bureaucratic and corrupted at all levels. Every work was performed by favoritism, nepotism or bribes. In particular, the customers reported that prior to SDR, employees and officials who were related to budget permission, hearing, transfer and similar activities were being bribed to facilitate and accomplish other government office work in time. Things were rarely possible to do effectively without one or the other form of malpractices. Even, stakeholders said that they were arranging the possible field trip to employees and officials of MoFED to speed up the government financial duties the ministries was responsible when directly bribing money was not possible.

Regarding the complaint handling processes, however, the clients and stakeholders confirm that MoFED had been using better structure of Complaint Handling Mechanism before SDR than today, unlike MoTI. The current situation of problem solving mechanism through Complaint Handling Office in MoFED was not suitable to seek immediate solutions for many problems. The main reason the users reported was that most representatives of the recently established

Complaint Handling Office were not mature enough to see issues between the ministry and the clients / stakeholders in a balanced and right way.

Generally, majority of clients and employees in the ministries have agreed that the complaint handling systems in the ministries still lack transparency, and flexibility, use unfair decision, targets defensive mechanisms rather than seeking solution to problems, try to revenge on client who complained, is unable to convince clients based on facts and reality, and grudge the client who complains forever.

4.4. ACHIEVEMENT/ PROGRESS ANALYSIS OF SDR

As it was clearly shown in the statement of the problem and theoretical framework, SDR in Ethiopia is aimed at bringing about efficiency and effectiveness, render better quality services and be accountable for its failure, produce committed citizen, and bring attitudinal change towards public service delivery (SDR sub- program, 2000).

In realizing this, the Ministries of Trade and Industry (MoTI) and Finance and Economic Development (MoFED) have invested money, time and human resources to achieve the targeted goals or objectives of the program in the past recent years.

Therefore, from the analysis of the achievements of the study, four main achievements of SDR were derived. These were effectiveness, better quality services, result-oriented evaluation system, and commitment of higher officials.

4.4. 1. Effectiveness

Most scholars agree that the indicators of effectiveness in SDR implementation are, number of clients served, low personnel turnover or absenteeism, number of complaints or request for service as indicator of customer satisfaction, and unit of production or services rendered per hour (Anderson and Dennis, 1998).

Accordingly, the number of clients served per day in the ministries has increased or the service coverage was increased to some extent. For instance, the number of clients served by DRBL in the MoTI has increased from 20 persons per day before introduction of SDR to about 150 persons per day on average currently. However, once upon a time in the past three years, the number of clients served for only one day reached even about 700 (Office of CSR in MoTI, 2006). In addition to this, the ministries have calculated the time needs to render service based on the recommendation of BPR.

In the case of MoFED, too, things seem improved compared to the former service delivery of the ministry as the result of decentralizing its authorities and responsibilities. The ministry not only decentralized most financial implementation but also computerized all financial systems and connected it with the networks of the stakeholders. These situations are assumed by the ministry to use the accounting software, which saves time, encourage sense of urgency and efficiency of financial registration and reporting system though less reflected so far. In addition to this, the ministry also has started disbursing budget in the form of block/lump sum. This again has been assumed to facilitate the financial system to be accomplished easily and eliminate queues for permission of such processes. Even if there is no sufficient technical support from MoFED to different ministries and organizations that have begun exercising the system, the block disbursement is working well. However, some officials of MoFED are claiming that such financial disbursement system could open way for corruptions. The reason they put forward is that if budget is not centrally controlled, it could give way for malpractices in decentralized system. The reality of this cannot be proved without research whether the officials of the ministry said it for maintaining status quo or the system has practically faced problems. Moreover, the ministry has introduced the double entry system of budget disbursement by abolishing the single entry system (SPM of MoFED, 2005). However, it is difficult to compare the number of clients served per day in MoFED unlike the MoTI since the former has no large clients at its Head Office.

As the result of increased service coverage and reduction of time to queue, there is relative customer satisfaction even though there is still dissatisfaction on to be served properly with clients. In particular, majority of customers of MoTI realized that they are satisfied with the

services they receive in the DRBL. This is indicated by the fact that many processes of service delivery that were taking months, days and long hours are now cut by BPR to a very few hours or minutes.

Regarding the turnover of professional, high rate is observed in both ministries.

The two ministries, based on the assessment of BPR, brought different services together which were formerly scattered within the ministries and even out side of their of the ministries. In that case, most similar services that were being rendered by different departments and institutions came to the responsibilities of each ministry as per mandates given to them. Therefore, it is believed that such accommodation helped the clients not to run here and there to get services. Furthermore, complaint-handling system was established to facilitate service rendering and maintain customer satisfactions. However, as clients claimed, the complaint handling mechanism in both ministries is not satisfactory. The system of complaint handling seemed that it has been designed in such a way that it supports the employees who committed mistakes or the officials of the ministries who defend those employees. Majority of employees and their bosses do not want to be accused for their faults and if so they always struggle not to be defeated. As a result, most employees and officials mostly categorize those clients who complained of hostility. This situation completely contradict with the present motto, “ Customers are always right”. Hence, there is still dissatisfaction of customers in implementation of handling the complaints in both ministries.

Generally, when MoTI implemented the SDR in one department, MoFED had implemented SDR in five departments. The case of MoTI is good in that it good lessons could be achieved from that particular department and expanded to other departments and affiliated branches. However, the ministry did not do this urgently to familiarize the SDR in other places. It might be the reason why there is a gap of information between and among different bodies of the same ministry. Most people assumed that MoTI is the most successful ministry in SDR. However, this seems because of the nature of services it delivered. As the issue is related mostly with licensing, it is suitable to win customer satisfaction easily. The Implementation of MoFED in many departments again has advantage in that it helps the ministry apply SDR to large employees based on similar awareness

and training. However, because of its nature of service rendering, largeness of the ministry, and the decentralized services, the achievement of SDR in MoFED could not be outshined as the case of MoTI. Otherwise, the ministry has tried though sometimes impeded by cumbersome bureaucracy as indicated earlier.

Whatsoever the case may be, the time that was being spent for queuing and lobbying services was reduced in both ministries. The DRBL and Record Service Office in MoTI; and the Budgeting, Financing, Administration, Treasury and Central Accounting Departments in the MoFED have increased the service coverage and quality services to some how in the implementation of SDR as mentioned before. The presence of professional turnover, absenteeism, and inappropriate complaint handling system, however, made the effectiveness to remain unsatisfactory.

4.4.2. Better quality services

The Federal Civil Service Commission (FCSC, 2005) states that most customer-centered organizations define quality as the totality of features and characteristics of a product or service that bears on its ability to satisfy customer needs. Service related organizations should always consider what the customers expect, service specifications, employee performance (quality of their performance, training needs, etc.), and managing customer service expectations. Hence, it is believed that the fundamental aim of today's total quality movement has become total customer satisfaction. Quality begins with customer needs and ends with customer satisfaction.

Accordingly, data pertaining to both ministries show that the ministries have tried to identify who their customers are, what, where, when and how the customers want services. This was of-course essential to understand the behavior and perception of a customer needs before the SDR and to identify also whether the service to be provided exceeds the expectations, meets expectations or fails to meet the expectations. Hence, the ministries first identified or specified what services should be provided to the customers at the beginning of the reform. The employees' capacity to provide services is estimated very low and therefore, planned to train them. Finally, the ministries targeted to manage the quality delivered.

Among the elements of the planned better quality services, the identification of customer expectations and the services to be provided is well applied. The quality performance of employees to give services is not fully improved because of lack of sufficient training and awareness. This is observed through delaying of services over the estimated time and making mistakes in performance. On the other hand, the quality managing system the ministries are using is not as effective as it is needed. This is also seen through lack of monitoring, evaluation, unable to give enough awareness and incentives. Therefore, though it is believed that quality service has begun to be recorded to some how in the departments that began exercising BPR in the ministries, it is not impressing as planned by the ministries just as it had happened during the first phase of CSR implementation period in Kenya. Hence, much works remain to qualify the services given to clients.

4.4.3. Beginning of Result-Oriented Evaluation

The other major attention area of SDR was the beginning of result-oriented evaluation to employees in order to make them utilize time efficiently and effectively. Result-oriented evaluation is only made when an organization or a department completed its BPR designing. In that way, the ministries have started using the evaluation system in the departments that completed BPR since two years. But, the evaluation is not practiced in other departments that have not yet completed BPR. It is probable that such situation created gap of awareness and so, workers denied attention to SDR in the same ministry.

In result-oriented evaluation, employees always plan their duties against time and budgets and present it to their immediate supervisors for discussions. After the employees and their supervisors agreed up on the plan and revision have been made, the plans are copied and given to the employees, the supervisors, and CSRP Offices. Then the employees guided by this plan and perform accordingly. The duties performed by the employees are recorded and measured by the employees themselves and their immediate supervisors. The works recorded and measured each day are told to the performer at the end of working hours of each day. In case there is dissatisfaction of employees or the employees might have committed mistakes, both workers and supervisors would discuss and agreed up on one point each day.

Hence, each employee knows each day what his/her evaluation result is. It is believed that such type of evaluation made employees feel the importance of time and not to replicate mistakes. All employees who have practiced the result-oriented evaluation claimed that it is tiresome and boring evaluation system. In spite of this, the refusal of the government to offer the incentive it promised to employees based on their performance evaluation, has also added dissatisfaction to workers. Asked to respond whether they have got incentives or not, all said that let alone giving them additional incentives, the government did not even add to their salaries increased in recent past based on their result-oriented performance. All workers who have entered in the system and others who have not entered into SDR have got equal salary increment scale. That is why most employees, especially those devoted in their jobs are becoming dissatisfied (Officials of MoTI and MoFED, 2006). Therefore, the ministries have difficulties in replicating and sustaining SDR in the other departments, lest being exemplary organizations for outsiders. However, with all its circumstances beginning or practicing result oriented evaluation system could be taken as one of the achievements in both ministries.

4.4.4. Commitment

Among the important preconditions needed to undertake SDR in an organization, one is the commitment and initiation of higher officials or the leadership quality that encourages the sharing of vision and mission of that particular organization with all employees. Regarding the need for committed leadership, Kettl, et al., (1996), argued that effective leadership increasingly requires strong leaders from the career civil service, quite apart from the political leadership of elected officials and political appointees. They clearly stated that:

...Every major study of effective change –including the ability to change an organization's culture affirms the central significance of leaders within the organization, leaders committed to the organization's mission and effective by rallying the troops around them.

Most NPM advocators also strictly adhere the quality of leadership in public services as the most decisive factor of all elements for such reforms. Therefore, committed and initiated leadership is the most decisive factor to implement SDR in effective way. In supporting the importance of leadership commitment, Agere (1998) says, “leadership plays an important role in managing change and delivering services. If the problems are not addressed, they will continue contributing to poor service delivery.”

As most people in and outside of the ministries recognized, the ministers of both ministries and their few colleagues have been committed to implement SDR. In particular, some people have repeatedly referred the name of Ato Girma Birru, the Minister of MoTI, as the committed leader. However, majority believes that the middle and lower officials have not fully committed so far in both ministries and so were becoming impediment for success and sustainability of SDR. Even though this idea needs detail research to be proved, the commitment reflected in the ministries by higher officials must be recorded as one achievement since lack of such a commitment has been one major problem in implementing SDR in many world countries including Ethiopia.

4.5. ANALYSIS OF CHALLENGES OF SDR

Salisu (1998) observed that in Nigeria, the civil service became unnecessary hierarchical, less result-oriented, conflict ridden and concentrated in urban areas. These situations again made the government to restructure another CSR and practiced in the form of Decree in 1998. The decree was based on the objectives to promote a better execution of laws and policy, ensure an efficiency and expeditious administration of the government business, optimize expenditure and improve the economy, and increase efficiency.

A few improvements of SDR in the MoTI and MoFED are not without challenges. The challenges that encountered the SDR in the ministries are analyzed by categorizing them with their sources. Hence, the challenges are emanate from lack of capacity of the institutions, lack of attitudinal change of officials, external factors, and the working ethics of employees. All these were treated one after the other under the following sub-topics.

4.5.1 Challenges Relating to Implementation Capacity of the Institutions

There are three major challenges that encountered the SDR under this sub-topic. These are challenges related to overall capacity of the ministries and those related to officials, and external factors.

4.5.1.1 Institutional Related Challenges

Under this sub-topic, the most important challenges observed since 2001 / 02 is shortage of experienced manpower, lack of incentives, inadequate training, insufficient evaluation and monitoring, lack of policy documents, and over politicization of the reform.

Shortage of experienced manpower

It is clear that implementation of SDR needs educated personnel. However, there is shortage of skilled manpower in the ministries as the result of high professionals turnover. As SPM (2005) of both ministries indicated, the number of professionals in MoTI and MoFED are 29 percent and 28 percent respectively. In line with professional turnover, Kettl et al., (1996) argued that during the CSR in USA, the number of Blue Collar employees has dropped sharply from 26 percent of the federal work force in 1973 to just 16 percent in 1993. The White Collar work force, while roughly constant size, has become more diverse. For instance, from 1960 to 1980, the number of engineers on the federal civilian payroll increased by 50 percent. The number of computer specialists increased by more than 600 percent and continue to rise. However, low pay has made it hard for the federal government to retain its work force.

Similarly, many countries of the world have been challenged by professional turnover mainly as the result of lack of incentives. In Africa, among many countries that have undergone CSR, Kenya, Uganda, Nigeria and Malawi, suffered a lot in professionals turnover. In Kenya, for instance, there has been professional turnover for a long period of time and to restore professionalism in the civil service; the government of Kenya implemented *better remuneration standards, which had to go hand-in-hand with career advancement based on merit*. This was because of the fact that the remuneration of public employees relative to their counter parts in the private sector was very low. The existing salary in Kenya by then could not go along with erosion of purchasing power of civil servants, whereas government was pushing the employees to undertake the reform. The absence of incentive and lack of purchasing power has been affecting the moral and service giving of the workers (Manda, 2003).

Likewise, the ministries under study have been in short of experienced and qualified manpower as a result of high professional turnover. The case of unbalanced salary payment between

government and private salary scale is one pushing factor for professional turnover. In addition, as data in the ministries show, there has been a large professional empty box in the structure, which is difficult to carry out the reform with out filling the gap. This indicates that the necessary manpower has not been fulfilled as desired to execute the SDR. As document in the ministries show, they have been trying to fill the gap since recently (SPM of MoTI and MoFED, 2005). Moreover, the existing staff is also not efficient because of lack of incentive, low awareness, over politicization of the reform and other case will be briefly discussed below.

Lack of incentives

Though service coverage is increased to some extent in both ministries, exemplary workers have not been rewarded. Moreover, salary increment is not in practice in the past years until recently added on similar scale to all employees without considering the new performance evaluation system. But, most devoted workers are expecting to get the increment according to their efficiency as was promised by government earlier. Therefore, officials in the two ministries implicitly or explicitly confirmed that the initiation of workers decreased currently since no incentives is offered to any worker or even the salary is not increased based on evaluation differences.

It is observed and recognized by officials that some of the employees of Department of Registration and Business Licensing in MoTI have been fully in efforts as much as possible even during their spare time until the period of the salary increment. However, lack of compensation for hard work made the workers loose morale for work and so it seem that they are not fully ready for further work as before since then.

The reason the officials of both ministries forward for impracticability of incentives is that the scale of such remuneration couldn't be implemented in a single or few ministries because it is impossible to design pay structure for separate ministries or organizations. The pay structure has to be established in uniform for all at once as the government wanted to apply it as a nation-wide measure. But either the government did not apply it at nationwide or the ministries did not practice the rewarding system in their respective areas using their power as pilot so far. This has

negative implication for those who have not implemented SDR because employees are not attracted to implement SDR.

Inadequate training

Training is absolutely believed to be one of the determining factors that bring attitudinal change of employees. The officials of the ministries recognized that they had trained their employees several times, but they claimed that the workers could not bring the intended behavioral change. As a result, leave alone the recently recruited employees; those who have stayed in the ministries for long years, have no sufficient awareness about the objective, scope and rationale of the SDR in both ministries. In Nigerian and Kenyan civil service reforms, for instance, training has been identified as a key feature in a bid to increase the efficiency and productivity of the civil service (Salisu, 2003; Manda, 2003). So, this has become one big problem for the institutions under study.

Lack of adequate and timely monitoring and evaluation of SDR

At the beginning, both ministries have planned to undergo a sustainable and consistent monitoring and evaluation of quality improvement and quality control. Quality service improvement here refers to the creation of beneficial change and identifying priorities and developing permanent service improvement in these areas, whereas quality control deals with the development and implementation of systems to maintain these improvements (Policy Document, 2001). Undertaking this undoubtedly makes the ministries know where the status of SDR is. However, as respondents recognized, the supervision and evaluation mechanism of SDR in the ministries are not applied as intended.

In Malawi CSR, for example, evaluation of the outcomes was made difficult by the poor feedback from end-users. So, lacking of information made it difficult to assess the impact of the reforms and how to adjust future plans (Dureval, 2003).

Similarly, the ministries recognized this problem on their review meeting of CSR evaluation at the second quarter of 2005 as the report shows. In their report, both ministries in similar manner agreed that they couldn't undertake sufficient monitoring and evaluations of SDR because of

insufficient feedback from clients and stakeholders. What the ministries claim is that even if they prepare and distribute questionnaires to get information on implementation of SDR, majority of clients and stakeholders did not reply to the questionnaire distributed to them several times. In this case they said that the ministries lacked reliable information about the SDR.

As the officials of the ministries recognized, the probable reason for refusal of stakeholders and clients to give feedback (information) to the ministries is that many government and private organizations have not involved in the implementation of the reform as equal as those ministries. This means that since all institutions do not have equal awareness about the objectives and implementation SDR, most of the clients as well as the stakeholders did not cooperate to respond to questionnaires.

However, they could give chance to neutral professionals to evaluate the achievements of SDR. Today, the cumulative effects of lack of evaluation made the ministry incapable to understand and examine the level of SDR. But, it seems that no one has given attention for such action in the last four years except the survey made by the MCB in Summer 2004. The survey made by the government has passed through 'political surgical laboratories'. Therefore, it is assumed that no reliable research has been undertaken so far to assess the achievements and challenges of SDR

Unclear Policy issues

Most people believe that the policies, proclamations, rules and regulations of the ministries are not clear before the implementation of SDR. As a result, the government intended to revise these issues and then the policies have been designed and proclamations, rules and regulations were declared after introduction of SDR. But some respondents argued that there were still some points from the existing proclamations, rules and regulation that are not clear. For instance, how to provide licensing to a foreign-borne organization is not clearly indicated in the Proclamations of Trade Licensing in the MoTI. In similar manner, though the Government Procurement proclamation has been recently declared and an agency is established under MoFED, the affiliated branches of the ministry are claiming that there are unclear points in the proclamation to

execute government procurement. More than this, the employees argue that some of the officials of MoFED are not willing to answer what they were asked.

Over Politicization of SDR by government

As many scholars noted, SDR should be pure professionalism. Salisu (2003), for instance, confirmed that in Nigeria, presidents and state governors have tended to listen more to their close political supporters and advisors than to professional servants. As a result, sharp friction arose between the politically assigned advisors and the civil servants (career administrators) with the former always getting the upper hand. This has weakened the civil service, with workers lacking motivation because professional prospects were bound to diminish in politicized civil service. On the contrary, the civil service system in USA has historically been based on uniform rules to promote key values Kettl et al., (1996).

Regarding the case of the two ministries, almost all respondents for this research claim the higher officials for their over-politicizing the implementation of SDR just like that of the Nigerian CSR / SDR. Majority of employees responded in written form that the implementation of SDR has not favored all employees equally and so give priority to those who have close contact with the ruling party. They strictly said that what matters in the ministries is loyalty and knowing some positioned personalities to be benefited, not having skills or knowledge. In addition to this, workers have no adequate idea why and for whom the reform was implemented. As the respondents added, because of these, almost all employees were implementing the SDR either in half-hearted or for survival. They even feared that if the current over-politicization of SDR implementation continued by the government, the sustainability of SDR would fall under question.

Refusal of equal attention for all branches

Apart from the above discussions, both ministries have not given equal attention for their departments as well as the affiliated branches. In the case of MoTI, for instance, it did not give equal attention to departments and its affiliated branches to deal with SDR reform. Among the six branches that are accountable to the ministry, only the Ethiopian Investment Agency has to some extent improved the SDR so far. The agency is encouraging investment by providing services to

its internal and external investors. However, its major drawback is unable to assess the SDR by timely monitoring and evaluation like MoTI. In addition to this, though investment service provision is increased, many people are arguing that the agency is giving investment licenses to all who applied to get license without ensuring the financial capacity of investors simply to satisfy customers. Though this idea is beyond this study, such situation could lead in the long run to corruption, which makes the investors dependent on government officials. It finally creates inefficiency and poor performance, which again affects the overall development of the country.

The remaining five branches namely: The Quality and Standards Authority of Ethiopia, The Privatization and Public Enterprises Supervising Agency, The Leather and Leather Products Technology Institute, The Federal Micro and Small Enterprises Development Agency, and The Textile and Apparel Industry Institute Project have been more or less at first phase of SDR implementation processes. These institutions and the Ethiopian Investment Agency with the ministry recognized at their review meetings that they all have had problems of attitudinal change and even lack of awareness on SDR principles.

MoFED on the other hand was practicing SDR in five departments related to finance when viewed with its largeness and responsibilities it shoulders. Other departments outside this branch are not given attention to. Moreover, there is no exemplary SDR practice observed in offices that the ministry has been giving technical support. The Ethiopian Mapping Agency; the Central Statistical Agency; and Agency for Rented Houses have been contacted, but no impressing result of SDR implementation has been observed as that of the Investment Agency of MoTI.

4.5.1.2. Challenges related to Middle and Lower officials

For any change like SDR, positive attitudinal change of employees and officials is one of the most decisive factors among the elements needed for good achievements. In particular case, the acceptance of the reform by middle and lower officials can facilitate the progress of SDR and their refusal can impede it.

As per the data pertaining to MoTI, as the achievements reflected upon the middle and lower officials of the ministry is recorded as below average, one can imply that most officials in the

ministry have no adequate know-how about the SDR and so built no confidence in it. To substantiate this point the researcher identified that when they are asked to reply for questions focused on SDR, the responses given is that they are not working in the office of CSRP and then could not answer any facts related to SDR. As most senior officials believe, the middle and lower officials are resisting or half-heartily accepted the reform for fear of unknown or might have needed to maintain the status quo. It seems that most of them have not developed sense of urgency and accountability. Almost all officials that are contacted for these research purposes are skeptic on SDR to politics and are not comfortable to give information to external body.

While reviewing its last years' performance, MoTI precisely depicted this problem on its report. However, the officials in the DRBL in MoTI have had better understanding of SDR than those in other departments

Likewise, some officials of MoFED have problem of attitude change towards SDR. Some officials in the ministry do not want to cooperate and discharge responsibilities to affiliated branches and other ministries they have work relationship. Some even do not want to go in details on some rules and regulations that SDR has brought. The clients and stakeholder respondents claim that once the officials of MoFED transfer guidelines and authorities to affiliated offices and other ministries, they refused to clarify any more explanations on rules and regulations. They said that he/she has to follow the rules and regulation to accomplish his/her responsibilities. This implies that those officials are favoring status quo. In addition to this, lack of accountability is also observed. The absence of this accountability may lead in the future to corruption and lack of coordination of the management bodies. This is also analyzed in the Strengths, Weakness, opportunities, and Threats (SWOT) of the ministry's SPM revision in 2005.

It is officially spoken that some of the workers in the ministries were highly corrupted before the introduction of SDR. During the research time, though some believed that corruption has to decrease, no one could give reliable information on this issue. Not less than ten respondents wrote the following statement.

...I can't say anything about the presence or absence of corruption in the ministry since no body gives and receives bribes or anything else in the open.

4.5.1.3. Challenges Related to policy, information and External Factors

Challenges that are mentioned under this sub-topic are those factors related to government policy to implement SDR. These are: absence of policy document and other reliable information in the offices and absence of support from government.

Absence of policy document in the offices

To begin with, the policy of SDR Sub-Program specifically addresses the objectives, its direction and strategies of implementing the reform. The first intention of government has to be distributing this basic document to civil servants in order to develop their awareness. For instance, MoTI did not keep any relevant documents in its library except a single and briefly prepared SPM. In addition to this, the researcher asked whether the respondents had got and read the policy documents of SDR, no one responded positively. Due to this fact, no one could tell what the objectives, directions and strategies of the policy are in place. Though the researcher persuaded the concerned personnel to keep some copies of CSR/SDR policies, the ministry's SPM and BPR, nothing is practiced until this study was over. From this, one can derive that ministry does not give attention to this issue. However, one must bear in mind that such a policy document is very important to create awareness on the implementation of SDR. However, though almost all the employees and some officials have no such a document in their respective offices, the ministry has had to some extent relevant books, SPM and BPR documents in its library. But, still, the ministry has no CSR / SDR policy documents in its libraries. Generally, MoFED seemed more transparent in putting SDR-related materials where anybody could access for any purpose.

External Challenges

The other challenging factor to implement SDR in the ministries is lack of enough support from the concerned government bodies, particularly from the Ministry of Capacity Building. Basically, the MCB has been established to give support and encourage institutions that would enter into implementing the CSR in general and SDR in particular. However, in reality, the MCB had not established capacity for itself let alone supporting other ministries. This issue was raised and discussed on the meetings of experience sharing (lesson) made in the MOTI. Both ministries said

that had the MCB helped them, they could have been more successful in SDR. So, lack of technical support from a body that has more experience undoubtedly affected the achievements of SDR in both ministries.

4.5.2. Challenges Related to working Ethics of Employees

Among the challenges affecting the implementation of SDR from the side of employees, resistance to change, mismanagement of time, and religious impacts have been the major ones.

4.5.2.1 Resistance to change

It is clear that the implementation of SDR needs not only facilities, skills, remuneration and so on, but also needs the attitudinal changes of employees towards accepting the new change introduced- the SDR. Of-course, we can refer some examples of few countries attitudinal change of workers towards such new reform taken place. Most of the time, civil servants are skeptical about the need and usefulness of a new reform. As indicated by many scholars, resistance to change has been one of the big problems in implementing SDR (Salisu, 2003; Manda, 2003; Minogue, 1998).

Likewise, the civil servants of both ministries have been resisting the SDR assuming that it might have affected their vested interest. Most civil servants in the ministries seem hostile to the reform probably due inadequate training given to the civil servants and a vested interest in the status quo and lack of incentives. Majority of civil servants see the SDR as an externally inspired impression rather than a genuinely homegrown attempt to reduce the long-years problems of the service delivery. Still majority seemed to dislike the establishment of CSRP Offices in each ministry or even in other simply by categorizing SDR to politics. The responses of the open-ended questionnaire reflect that SDR has not encouraged the participation of employees on equal bases in all levels. However, the respondents did not substantiate it with precise reasons. The officials, on the other hand, argue that employees do not want to implement SDR since it controls time and encourages accountability which most people fear.

Among the status quo persisting so far among the civil servants in the ministries, the “I don’t care”, is one dangerous challenge to bring improved service delivery. Regarding this, the former Nigerian Civil Service Commissioner, Ajayi, clearly indicated what majority of the Nigerian civil servants claim regarding attitudinal problem as, “It is not my father’s work. Work or not work, I must collect my salary” (Salisu, 2003). Similarly, this had been practically observed in Ethiopia for long period of time. The sense emanated from the fact that in previous years, once a worker was employed and deployed as a civil servant, he/she has had full right to collect his/her salary at the end of each month whether worked or not worked. This feeling/value has been established in the minds of all civil servants since there was no result-oriented evaluation system by then, which could control the day-to-day performance of employees rather than inspected and controlled by bosses. Even after four block years of implementation of SDR, it was reflected in most cases in the ministries.

Of-course, he /she who has not developed attitudinal change, becomes indifferent to provide the necessary information both to customers as well as to government bodies. For instance, many workers have been repeatedly persuaded to fill the questionnaire of this study. When asked why they refuse to fill the questionnaires, they replied that they don’t know why SDR is important just like that of middle and lower officials. The employees also do not answer anything related to SDR rather refer to be answered by the Office of CSRP. This shows that though there is shortage of training and even lack of materials to be read in the ministries, majority of the work forces of both ministries seem to have some doubt with SDR. Nonetheless, bringing an attitudinal change of employees is an inevitable measure that both institutions should do.

Though one can conclude that there is no impressing attitudinal change of employee in both ministries, there are a little bit attitudinal changes with some employees. For example, in MoTI, a significant number of employees in the Department of Registration and Business Licensing, a few executive secretaries/typists and few employees in other departments seem to have shown improvement and so good willing on SDR than the rest majority group. In MoFED, some executive secretaries/typists, which have involved in BPR and a few employees in other departments, have had better attitudinal change to serve the public than the majority of secretaries/typists and employees in different departments in the same ministry.

Hence, the researcher generalized this simply as resistance for the sake of status quo must not be tolerated from both officials and employees, as SDR is an escapable agenda

4.5.2.2 Mismanagement of time and Religious impacts

As Langseth and Mugaju (1996: 113) discussed regarding the mismanagement of time in Uganda, they noted, “the problem of mismanagement of time has been- and continues to be- one of the principal causes of inefficiency and ineffectiveness in the civil service”. Similarly, as traditionally used to many years in Ethiopia, civil servants enter to offices late and leave early. Service users and officials of both ministries responded that an average delivery of services in morning session rarely begins before 9A.M and ends after 12, Noon, and in the afternoon session, it rarely begins before 2 P.M and ends after 5:00 P.M. The average time spent without providing service to public by this reason has been estimated to be at least two hours. Asked to justify this mismanagement of time, officials reasoned out that the problem occurs since most of the employees have rented their dwelling in peripheral areas of the city to reduce their housing problems and since they could not get transportation easily to manage time. So, in the morning, they come late to offices. In the afternoon, too, they leave before office hours for the same reason. They recognized that the situation would continue if the problem of transportation were not solved.

In the case of time management, relatively employees working in “One Stop Shop” in both ministries use better time than those in the other departments. But, it seems that the importance of time management is not given due attention in most cases in the ministries. Though mismanagements of time is common for both, employees of MoFED who come late to office even after 30 minutes of normal office time are observed to be ‘who cares’, while those of MoTI are observed to be alert for the same reason. Majority of workers who are identified for mismanagement of time are observed to be women in both cases.

In addition to this, what the researcher observed is that at least about half an hour has been spent while wondering from office to office or looking ‘the other world’ through windows; or they pass it discussing irrelevant matters with their friends. Hence, the actual working hour of offices for a

day including the permitted lunch time and break is estimated to be on average only 4 hours instead of 8 hours. Hence, there is no evidence to talk about 8 hours working time in a day in both cases. However, it is worth mentioning to overview an exceptional one. It seems that because they have developed positive attitudinal change on SDR, majority of employees in the DRBL in MoTI are often observed to pass their break-time while serving clients /customers even if it is legal to use their break-time.

Besides, such mismanagement of time, most middle and higher officials as well as few senior experts are always tied up with meetings. It is probable that those officials have hardly controlled by the newly introduced result-oriented evaluation since the mechanism has not been established for them so far.

4.5.2.3 Religious Impacts

Regarding religious impact, though they are asked to reflect what is happening in the ministries, most of them do not want to reply the impact of religion on SDR in particular or government works in general. In many offices, there is at least one mechanism through which to propagate religions, particularly, of Christianities. Posters hanging, proverbs posting on halls, songs sung on computer, and religious debating are issues taking place in both ministries. But no equivalent initiatives about importance of work or about poverty reduction and bringing development are observed in both cases. It should be clear that government organizations are secular from any religious activities as per the constitution of Ethiopia. The surprising thing above all here is that no boss or supervisor has tried to stop such malpractices in the ministries. The reason seems that most secretaries and their bosses or supervisors and their subordinates do have similar religions. This sameness in religion creates high intimacy among them than any working ethics. The presence of such types of irrelevant actions in many offices undoubtedly has drained the minds of employees and then influences the working interest of workers negatively.

4.6 SUMMARY

4.6.1 Achievement

Both MoTI and MoFED have begun SDR based on government policy, directions and strategies. At beginning, there were conditions that were needed to start the reform. Among many, some of the preparations made include commitment of higher officials, fulfilling of material or physical resources, training the then existing manpower, and benchmarks to base the SDR on were some of the most important ones.

After preparing the above conditions, the ministries have implemented the strategies of the policy of which one best implemented is the "One Stop Shop". The application of this is believed to increase transparency and satisfaction of clients since the clients could follow what they want to be served in front of them. Hence, while MoTI started SDR in one department, MoFED has implemented in five departments. In the implementation of SDR, both achievements and challenges were recorded.

Though few achievements are recorded, the beginning of some duties are also taken as achievements in this research. Hence, the major achievements or progress recorded are effectiveness, better quality services, result-oriented evaluation system, and commitment of higher officials. In relation to effectiveness, the elements of achievements include the number of clients served, absence of personnel turnover or absenteeism, number of complaints or request for service for indication of customer satisfaction, and unit of production or services rendered per hour.

Based on this, the number of clients served has increased to some extent, time of queuing for services is reduced or services rendered per hour has increased, and so, customers have relative satisfaction. But, professional turnover and absenteeism, as well as complaint handling mechanism are not improved.

Secondly, in relation to better quality services, customers' expectations and service specifications are well identified. But employees' performance and managing the reform's achievements remain

behind. Third, the beginning of result-oriented evaluation is taken as achievement though not adequately addressed. Finally, the progress recorded well is the commitment of higher officials.

4.6.2 Challenges

The challenges have been categorized under institutional based, policy issues and external factors, officials-related and employees' related challenges. Challenges included under the first category are shortage of experienced manpower, lack of incentives, inadequate training, insufficient evaluation and monitoring, and politicization of the reform by the institutions.

Regarding policy issues and external factors, absence of policy documents from the offices of ministries and lack of technical support from concerned government bodies are the major problems. In relation to officials' point of view, resistance to change and lack attitudinal change are the two observed challenges. Last but not least, challenge recorded from employees view is resistance to change, mismanagement of time and impact of religious practices.

Generally, the major challenges commonly observed in the two ministries were:

- lack of incentive;
- Inadequate attitudinal change
- inadequate awareness about the SDR;
- Lack of monitoring and evaluation
- lack of coordination;
- shortage of killed manpower;
- lack of accountability;
- lack of support from MCB;
- lack of clear policy, strategy, rules and guidelines;
- inadequate facilities;
- the blurred evaluation system of the workers.
- over politicization of SDR;
- Mismanagement of time; and
- Lack of training.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

5.1 CONCLUSIONS

5.1.1. Introduction

In this chapter, three important sub-sections were treated. The first offers concluding remarks concerning the similarities and differences of achievements and challenges identified in the two ministries by comparing and contrasting the progress and challenges.

In the second sub-section, the major points that can be taken as positive and negative lessons were identified and presented. In the third section, possible recommendations were forwarded as the remedy for challenges faced the SDR in the two ministries. Accordingly, all the three major points are presented below.

5.1.2. Major Achievements

There are some achievements of SDR in the ministries. The major achievements summarized to contain other elements under them are effectiveness, better quality services, beginning of result-oriented evaluation system, and commitment of higher officials. All these are compared and contrasted to make the study clearly reveal the similarities and differences between these ministries.

5.1.2.1. Similarities

A. Effectiveness

This sub-topic is measured by the service coverage, i.e., number of clients served, the services rendered per hour, number of complaints or request for service as indicator of customer satisfaction and absence of personnel turnover or absenteeism. In this regard, the data gathered showed that the service coverage or the clients served has increased in both ministries. Side by side with result of increased service coverage, time to queue has reduced. Thus, there is relative

customer satisfaction though still some problems are there. Subjects that were taking months, days and long hours previously have been cut by BPR to a very few hours or minutes.

The two ministries, based on assessment of BPR, brought different services formerly scattered within the ministries and even out of the ministries to similar areas. As a result, most similar services that were being rendered by different departments and institutions came to the responsibilities of their respective ministries. Therefore, it was believed that such accommodation helped the clients to get services in one place. Furthermore, complaint-handling system was established to facilitate service rendering and maintain customer satisfactions. However, as clients claimed, the complaint handling mechanism in both ministries is not satisfactory. In addition to this, professional turnover, absenteeism, and indiscipline of employees are not improved.

B. Better quality services

This considers having the customers' expectations, service specifications, employees' performance and managing customer service expectations. According to data pertaining to both ministries and respondents, the ministries have tried to identify who their customers are, what they need, where they are, when they want to be served and how they are served. The ministries also have identified or specified what services should be provided to their customers. Since the employees' capacity to provide services is estimated to be very low, they have tried to train workers. Finally, the ministries targeted to manage the quality delivered. However, employees' performance and managing customer service expectations have not been successful as intended.

C. Beginning of Result-Oriented Evaluation

The other major assumed achievement area of SDR in the ministries is the beginning of a new result-oriented evaluation of the employees. As it is remembered, this is a difficult area for the government to implement. However, the system is introduced believing that it could make the employees utilize time efficiently and effectively. Result-oriented evaluation is conducted only when an organization or a department has completed designing its BPR. In this regard, therefore, the ministries have started using this evaluation system in the departments that have completed their BPR in the past years. Nevertheless, result-oriented evaluation has never been in other

departments that have not yet completed the BPR. It is probable that the absence of the application of this evaluation mechanism in majority of the departments would create gap of awareness and makes the officials not to give attention to SDR. However, its beginning is taken as achievement since the case was hot issue to start even at government level.

D. Commitment

Commitment and initiation of higher officials or leadership quality is one of the decisive factors to win SDR. According to the officials interviewed in both ministries, the leadership in the two ministries are committed and initiated to undertake the reform from the beginning. But the middle and lower officials still seem to stick to the status quo. Despite the low commitment level, of the middle and lower officials, the commitment of higher officials is one of the achievements since lack of it has caused failure in many countries in the world.

5.1.2.2. Differences

When MoTI implemented the SDR only in one department, MoFED had implemented it in five departments. Though as the principle, concentrating in one or few areas is preferable in SDR implementation, the MoTI has not expanded further to other departments and affiliated branches.

The MoTI serves many clients at its Head Office, so the improvement of service delivery could be easily understood. But since MoFED has decentralized most of its financial authorities and responsibilities, the service it renders is not observed. According to the information gathered, revenue has increased for MoTI, but not for MoFED since the ministry did not involve in revenue generating as it the former was doing. It seems that employees began feeling sense of urgency and improved absenteeism more in MoTI than MoFED.

5.1.3 Challenges

There are major challenges that encountered the SDR in both ministries. These are the institutional – borne or internal challenges and external factors; challenges emanated from the officials, and employees' work ethics. Since most of these challenges are more of similar than different, the conclusion also treats them in that way.

Institutional - borne challenges - includes shortage of experienced manpower, lack of incentives, inadequate training, insufficient evaluation and monitoring, and politicization of the reform. Though educated personnel are needed in such type of reform, the ministries have shortage of skilled and experienced manpower. The other challenges encountered the ministries are lack of incentive and adequate training. Hence absence of these two important tools for success might have facilitated for professional turnover and aggravated the problem of lack of skilled manpower. Besides, the ministries did not undertake appropriate monitoring and evaluation to understand the status of SDR. The reason officials presented for this is that they could not get feedback and reliable information from their clients and stakeholders though they have tried many times. As a result, it is difficult to push the objectives of SDR forward.

The other point under these institutional challenges is the politicization of SDR. Almost all respondents claimed that implementation of SDR is politicized by the government. Majority of employees implicitly indicated that the implementation of SDR has not favored all employees equally. So, they said that they do not favor SDR as genuine homegrown solution for improving service delivery. Hence, these institutional challenges have to be solved by the ministries to run SDR smoothly.

The second challenges are the external challenges faced the implement of SDR in the ministries. These problems are lack of enough support from the concerned government bodies, particularly from the Ministry of Capacity Building, and the absence of policy documents in the offices of the ministries. These both challenges i.e., lack of enough support from the concerned government bodies and absence of policy documents in the offices might have exacerbated awareness gap of the workers of the ministries. Hence, undoubtedly, lack of them affected the SDR progress.

The third major problem the ministries faced is lack of officials' positive attitudinal change toward SDR. Hence, less accountability, less responsiveness, less commitment and refusal to help the reform are some of the challenges created by officials in resisting the SDR implemented in the ministries.

The fourth challenges are those related to employees. As seen with officials though different in nature, the major challenges observed from the employees are resistance to change, mismanagement of time, and religious actions in the ministries. Lack of incentives, shortage of training, and need of status quo might have created all these three challenges of the employees. Hence, these also need due attention from the higher officials of the ministries.

5.1.4. Lessons learnt from SDR

5.1.4.1. Positive Lessons can be learnt

The experiences of the two ministries in implementing SDR is based on effective commitment and support of higher officials, implementation priority, focusing on customer satisfaction, revising SPM and BPR, and elimination of theater makers.

1. Commitment of higher officials

It is repeatedly said that commitment is one of the decisive factors in implementing the SDR. Accordingly, one can learn from the commitment that the higher officials of the ministries show towards SDR.

2. Setting Implementation Priority

The ministries prioritized the duties and responsibilities to undertake the CSRP according to their urgency and importance. Hence, the first priority was given to SDR in MoTI and to Expenditure Management and Control Reform in MoFED as these areas are very sensitive for government as well as for the ministries. This priority is also supported by literature since it focuses on a particular area and enables to invest the scarce resources effectively using priority as a measure device.

3. Customer satisfaction

The services given by an organization should be based on customer satisfaction. In this regard, the ministries have given attention to customer satisfaction. Therefore, though it was not as expected, customer satisfaction recorded in the ministries can be a lesson for others.

4. Preparation and revision of SPM and BPR

The ministries have prepared good SPM and BPR. What must be learnt here is that not only preparing ambitious SPM and BPR, but also visiting and revising are very important in implementing SDR? Accordingly, though its practicability is delayed, the ministries have revised their SPM in time. So, one has to learn that these guiding principles must be kept first in mind and be ready to show in practice.

5.1.4.2 Negative Lessons (lessons that should not be replicable in other areas)

The ministries have planned large number of tasks and activities but unfortunately most of them did not succeed. The following are some of the major SDR-relevant activities planned but remained undone because of different challenges mentioned earlier. Therefore, one has to note that a plan should be based on implementation capacity of an organization and so learn the following lessons when planning SDR so as not to replicate them in its organization. These are the following ones.

- Lack of expected attitudinal change,
- Impracticability of result-oriented incentive (awarding) system,
- Lack of accountability,
- Lack of sufficient training,
- Prevalence of mismanagement of time,
- Unable to follow up and make the right monitoring and evaluation,
- Lack of mass participation in SDR,
- Absence of SDR policy framework in the offices and libraries,
- Unable to calibrate SDR on time, and
- Lack of commitment from middle and lower officials and employees

5.1.5 Concluding Remarks

In the process service coverage has increased to some extent, time of service delivery has been reduced compared to the former, customer satisfaction has been met to some amount, higher officials are committed and result oriented evaluation has been started. But all are not showing impressive results and they lack sustainability. The main reasons for this are the challenges encountered the implementation of SDR in the ministries. Therefore, unless both ministries take

corrective measures, SDR will face a daunting challenge in implementing the ongoing reform efforts in a sustainable manner. And consequently, the ministries cannot serve as exemplary for other sectors. As a result, the following recommendations are forwarded.

5.2 RECOMMENDATIONS

1 Incentive Systems should be addressed

As indicated above, one of the major causes for failure of expected attitudinal change is the absence of incentive system designed in the policy and strategies of SDR. Employees are complaining the issues of remuneration in the ministries. They claim that what the ministries pay them and the purchasing power of the market mismatched. On the other hand, workers are expected to implement and perform SDR in better ways. Hence, government should practice incentives for employees stage by stage as soon as the achievement of SDR seems promising in respective ministries / organizations. This means that the first servers should be the first beneficiaries. An organization that performed well and succeed in SDR ought not to wait the other organizations performance to get incentives. Therefore, the first implementers of SDR should be given the first incentives to attract others towards implementing SDR on a smooth road. To do so, the ministries have to make the government realize the incentive system that has already promised by the government. Otherwise, it is difficult to expect attitudinal change from employees.

2. Continuous Training and re-training ought to be given to workers

Most civil servants have no adequate awareness about the CSR in general and SDR in particular. This is as the result of insufficient training given to employees. Though most civil servants seek paper qualification than job specification in training, it is up to the ministries to arrange both area of capacity building to win the hearts of employees. Therefore, continuous and consistent training and retraining within or out side of the country should be given to employees to initiate them implement the SDR as well as develop attitudinal change. Besides, since SDR needs educated personnel, qualifying those employees in the system by conducting on job training is very crucial issue. In addition to this training, the workers should be provided with the materials of the reform to make them read and reread in order to develop their awareness on the essence of SDR.

3. The ministries should properly utilize skilled manpower

The research found out that though there is shortage of skilled manpower in both ministries, even the existing manpower is not properly utilized by making all the middle and lower officials and professional civil servants participate with full potential they have. It is probable that most workers are resisting the change as a result of making aside them from participating and giving decisions. So, the higher officials must closely discuss matters related to implementation of SDR and even other duties of the ministries with professional people in transparent ways. By doing so, probably, the down side of SDR observed today can be removed. This will be one big step to create attachment and make the SDR professionalism. Loyalty to SDR must be based on the result-oriented evaluation and merit. In addition, the reason why and how professional turnover is increasing should be studied by research and solutions have to be sought for this case by the ministries.

4. Monitoring and Evaluation of SDR should be done in time

It is clear that no one can understand and say anything about SDR whether it is on the right track or not without applying the right monitoring and evaluation system. It is inevitable for the ministries to make evaluation on time and get reliable feedback on SDR to sustain the achieved result and to record the new ones. But, before doing this, the government has been advertising and informing to other organizations about the success of the ministries through media and on different meetings to follow the route these ministries have passed. In practice however, one of the major weaknesses of both ministries is their inability to make the right or reliable monitoring and evaluation system and know the status of SDR so far. Without evaluation, it is difficult to talk about success. Therefore, neutral professionals should undertake monitoring and evaluation of the SDR being undertaken to find out unbiased result. Moreover, such a reform needs to be researched out to improve the implementation strategies. Hence, the ministries have to give emphasis on supporting SDR with research in order to build SDR on strong bases and make sustainable.

5. The government should apply Service Delivery Reform in all government organizations and make aware in non-governmental organizations

The system that the government wanted to apply CSR / SDR has begun by selecting ministries as pilots and then following their exemplary mode to execute the reform in other areas. Of course, establishing the basis of such a reform in few areas and after testing its achievements and failures of the reform implementing in elsewhere is important and acceptable as it has been used in many countries of our world. But, in addition to lack of monitoring, evaluation and research, using such piloting will be loss and not long lasting. The reason is that where there is no strict evaluation system, no existence will be proved let alone become exemplary for others. Even if the pilots are taken as exemplary for others with evaluation, the result will be failure not success.

To make government and non-government workers get equal awareness about SDR and provide reliable information to each other, it is advisable to the ministries to push the government bodies for making it promote such a reform in all government institutions as mandatory. But since the implementation of this reform being undertaken only in the government institutions cannot be successful, it is also important to create awareness in private organizations to support each other in increasing productivity and provide efficient and effective quality service delivery. To this effect, the government should apply such a system if sustainability is needed.

6. Create Internal Competition: The ministries can create competition within the head offices between and among departments and service providers, and between its affiliated branches in order to enhance provision of better services. If individual incentives may be delayed for some reasons as usual, alternatively, making competition between and among departmental and or affiliated or autonomous institutions may create initiatives to implement SDR. It also advisable to compensate those that wins the competition with possible awarding system.

7. The Ministries have to make the officials and employees feel sense of accountability.

One of the major challenges faced SDR is lack of accountability both by officials and employees. To express this, it has been recognized that though the officials are part of the management who must advocate the importance of SDR, majority have never changed their minds to accept the reform in both ministries. Moreover, they do not encourage SDR with research, refuse to give sufficient training to employees and unable to use time management. This is obviously not because they have no awareness, but seems resistance to change.

On the other hand, employees have also been resisting the change since there is no incentives, insufficiency of awareness and generally being skeptical about the SDR believing that it might retrench them from their jobs. However, where there is no accountability, no reform will go one inch ahead. To this effect, the government as well as the ministries has to strengthen accountability in all places and follow strictly whether they are practically implemented or not.

8. Government has to stop over politicization of the reform.

Basically, CSR/ SDR needs pure professionalism and political coverage from above. Professional civil servants should fill civil service positions. But, majority claim nowadays that CSR / SDR of the country has come by politicians, for politicians and benefits politicians. Most also said that professional civil servants have no saying in the reform and so evacuating from the ministries. One reason behind is the over politicization of the reform by the government and also by the ministries. Therefore, the government must reduce the over politicized SDR and work closely with professionals if true reform in general and CSR / SDR in particular are needed to be successful.

9 Result-oriented evaluation must be strengthened

Most government employees used to enjoy their jobs as security of their survival than contributing some inputs in the development of the country for so many years. As a result, this has its role in overall under development of the country. Evaluation in the past was based on intimacy, friendship or generally nepotism. Hence productivity was generally low in the country.

Therefore, the result-oriented evaluation system that is already being undertaken in few departments should be applied in other remaining departments, too. By doing so, what the employees produce or provide as services and the time they spend on government duties must be at least balanced with the salary they earn. This means that if result oriented evaluation system is maintained constant, time management will be kept and so public services production and services increase without doubt. However, most employees still see the evaluation in skeptical the same as they see SDR. Hence, the government as well as the ministries should continuously make aware the importance of the system just like churches and mosques always do to remind their followers to pray.

10. Policy and other relevant documents of SDR must be available.

The reform is not only new for the country and the ministries but also for developed nations. It is believed that the Ethiopian government has designed policies of such reform by understanding their importance. But paradoxically, the policy document, SPM, BPR and other review documents are not available in open places such as libraries and in individual offices. The absence of these documents undoubtedly creates gap of awareness between and among workers of the ministries. Words must match practices. Therefore, the ministries have to be transparent first and make access all the documents of the ongoing reform to employees equally to win the hearts of workers and use the result for intended development.

11) The government has to strengthen the MCB with professionals.

The basic idea behind the establishment of MCB is to support CSR implementation with technical know-how. Giving such support is really crucial not only for pilot ministries but also for other reform beginners. However, the MCB is not giving support as intended by government most probably for lack of well-qualified and competent professional personnel. Hence, if true reform is needed in the country, the government has to reassess the organizational structure of MCB and strengthen with highly qualified professionals.



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Appendix I

ADDIS ABABA UNIVERSITY, SCHOOL OF GRADUATE STUDIES, INSTITUTE OF REGIONAL AND LOCAL DEVELOPMENT STUDIES

Checklist Interview for Officials of Ministries of Trade and Industry, and Finance and Economic Development

1. Would you mention please, the overall responsibilities and accountabilities of your respective ministry?
2. What main services the ministry provides to its customers? How many people were getting service provision per day before 2001?
3. Which among the services your ministry provide reformed at the beginning? Why?
4. Did your ministry give particular attention to one service or to some services? Why?
5. Has the ministry formulated the strategic planning and management (SPM)?
6. If the ministry formulated SPM, what major strengths and weaknesses identified in service delivery?
7. Has the ministry practically implemented what it envisaged on its Strategic Planning and Management (SPM)?
8. What measures have been taken to sustain the existing strengths and to improve the weaknesses? How?
9. What types of service delivery have been improved? To what degree? Or what main results have you achieved so far? How do you measure them?
10. Are there challenges / problems in the implementation of CSRP? What are they?
 - a. Challenges related to the implementation capacity of ministry (Finance, manpower, other resources etc)
 - b. Challenges related to officials of the ministry
 - c. Challenges related to external factors
 - d. Challenges related to working culture (religion, commitment, incentives...) of workers
11. Do you think the reform will sustain in short period of time? Why
12. What lessons do you think will be transformed to other Ministries, Regions and government and non-government Organizations? How?
13. If you have any suggestion /comment and recommendation, please well come.

Appendix II

ADDIS ABABA UNIVERSITY, SCHOOL OF GRADUATE STUDIES, INSTITUTE OF REGIONAL AND LOCAL DEVELOPMENT STUDIES

Checklist Interview for clients/customers of MoTI and MoFED

What is your relation with MoTI / MoFED as a customer or clients? (What are you served from those ministries?)

1. For how many years/months are you the client / customer of your respective ministry?
2. Did you have customer relationship with the ministry before the SDR (2001) or do you know the past real history of the ministry?
3. Can you compare the past history with present one? What difference do you observe?
4. Have you ever observed any malpractices such as bribery, nepotism, fraud and delay while you need any service provision from the ministry?
5. If you have observed such malpractices, what mechanism have you used to get services? How?
6. Is the ministry using “one stop shop”? What do you feel about the working atmosphere of workers in such one area?
7. Do you think “one stop shop” is good for customers? Why?
8. Is there any improvement in service delivery in the ministry?
9. If the service delivery is improved, in what perspective do you evaluate? (In terms of time, cost, management commitment, transparency, commitment of civil servants, etc.)
10. If you believe that there is service delivery improvement in the ministry, what reason is behind for this? Do you feel that this improvement is because of reform being undertaken in the ministry?
11. Do you think that the improvement will sustain in the future? Why?
12. Can you guess any positive or negative lesson one can draw from the service delivery reform of the ministry? Why?
13. If the service delivery were not improved, what suggestion would you forward for improvement?

Appendix III

ADDIS ABABA UNIVERSITY, SCHOOL OF GRADUATE STUDIES, INSTITUTE OF REGIONAL AND LOCAL DEVELOPMENT STUDIES

Questionnaire to be filled by top management officials, responsible officials working in the office of the Civil Service Reform Program (CSRP), key experts, the members of Steering Committee, and other relevant personnel of Ministry of Trade and Industry (MoTI) and the Ministry of Finance and Economic Development (MoFED).

I. General Instructions (Directions)

The main purpose of this questionnaire is to collect information on the implementation of CSRP in general and for Service Delivery Reform (SDR) being undertaken by the Ministry of Trade and Industry (MoTI), and the Ministry of Finance and Economic Development (MoFED). The questionnaire is purely an academic and in no way reflects any political ideology. Hence, it does not affect the personalities of any one.

Therefore, your genuine, frank and timely response to the questionnaire will have invaluable contribution to success of this study.

N.B. Please,

- ❖ , do not write your name.
- ❖ rate each item and sign 'X' mark in front of each information/item provided in the table of your choice that is designated as: *Very high* 4. *High* 3. *Medium* 2. *Low* 1. *Very low* (please provide Only one 'X' for one question).
- ❖ write your response for all open questions as briefly as possible. When you are asked to rate in order of their importance use descending order beginning from number 1.

Dear respondent,

Your cooperation is highly appreciated, and the researcher is grateful to you for duly carefully filling the questionnaire.

Thank you very much indeed

PART II. General Personnel Information of the Respondents

- 1) Sex M F.
- 2) Age 18 - 33 34 - 49 50 - 65
- 3) The Highest Educational level achieved _____
- 4) Total service in years: 0 - 10 11 - 20 21 - 30 above 30
- 5) Marital status: Married Unmarried Widowed / Widower
Divorced
- 6) Family size: 1- 2 3 - 5 6 - 8 above 8
- 7) Religion: Christian Muslim * 'Wakeffanna' Others
- * *Non-Christianity and Non-Islam Cultural Oromo Nation religion (Almighty God)*

PART IV. Questionnaires Regarding the Implementation of CSRP

1. The following are the enabling (suitable) environment or internal conditions that are very important to begin the CSRP in a country. Please, rate the following points that are considered the enabling environment for the implementation of SDR in your ministry in descending order

1. Suitable offices were present to carry out the reform-----
2. Trained manpower was thereto execute the reform-----
3. Enough budgets was allocated-----
4. Leadership was committed-----
5. Rules and regulations were ready-----
6. There was/were good benchmarks to start from-----
7. Strategic Planning and Management (SPM) was well prepared-----
8. Business Process Reengineering (BPR) was well designed-----
9. Clear standards of service delivery was set to compare
achievements with the reform-----
10. Customer's needs & expectations were identified-----

Would you please write some additional enabling environment in case they are not exhausted?

2. What sub- branch of the CSRP, your ministry carried out? Please, rate them according to their priority of implementation given to them in descending order.

- a) The Service Delivery Reform-----
- b) The Ethics Reform-----
- c) The Top Management Systems Reform-----
- d) The Expenditure Management and Control Reform-----
- e) The Human Management Reform-----
- f) All the five branches -----

3. If your response to question No 2 is choice 'F', (all branches were launched), how could the ministry carry out or implement all of them at the same time? Please rate the reasons that enabled the ministry according to their importance. The ministry:

- 1. has committed leadership to carry out all of the reforms-----
- 2. the employees are empowered to build the know how (change their attitudes)-----
- 3. decentralized all authorities and responsibilities to affiliated branches-----
- 4. necessary manpower was filled as desired to execute the reform-----
- 5. deployed enough budget-----

Could you add and rate them please, if any other additional is present?

4. If your response to question No 2 is not choice 'F', or not all branches were launched, why the ministries have given priority to?

5. Has the reform been using 'One Stop Shop' working system? 1. Yes 2. No

6. If your response for question No 5 is 'Yes', is the system suitable? Why? Please, rate them according to their importance.

1. It indicates genuine transparency-----
2. It is used to give many services in one place-----
3. It makes all employees feel accountability-----
4. Helps the customers not to count all the doors of officials-----
5. It saves time-----
6. It saves money-----
7. If any other advantage, please, write below

7. Is there any disadvantage of 'One Stop Shop'? Would you please write on space provided?

PART IV. The Main Achievements of SDR

The purposes of the SDR are to bring efficiency, effectiveness, transparency, cost reduction, quality services, sense of urgency, increase revenue, bring equity and equality, produce committed citizen, practice result-oriented work evaluation and the like. In your opinion, to what extent the following measures of success are achieved? Please, rate the items of the achievements as: 5. *Very high* 4. *High* 3. *Medium* 2. *Low* 1. *Very- low*.

A. Achievements Reflected on Institutions (Each ministry as a whole)

No	Items of assumed achievements	Status/Degree				
		5	4	3	2	1
1	SDR increased Service coverage					
2	Quality service is achieved					
3	SDR increased Revenue					
4	SDR reduced costs					
5	SDR improved direct, accurate and timely information expectations					
6	Incentives given to workers improved Service Delivery					
7	The new pay structure represents equity, transparency and motivation for employees					
8	Result-oriented work evaluation is practically observed					
9	Awarding system is established for healthy competition among workers					

B. Achievements Reflected on Employees

	Items of assumed achievements	Status / Degree				
		5	4	3	2	1
1	Workers increasingly have become responsible					
2	Sense of urgency is created					
3	Absenteeism, indiscipline and moonlighting of workers progressively declined					
4	Committed citizens are produced					
5	The capacity of workers increased					
6	Accountable workers flourished					
7	Transparent workers are practically produced					
8	By SDR, workers have gained incentives based on result-oriented evaluation					

C. Achievements Reflected up on Officials

No	Achievements Reflected up on Officials	Status /Degree				
		5	4	3	2	1
1	The SDR enabled the officials to give decisions in confidence than before					
2	Leaders have given attention towards customer-focused than before the SDR					
3	Accountable leadership is emerged					
4	Officials began encouraging SDR through Research and study					
5	Leaders began creating good relationship with workers					
6	Responsive leadership is flourishing					
7	Leaders are becoming effective and efficient					

PART V. Major Challenges Encountered in Implementing SDR

The challenges of Service delivery Reform are categorized into two major areas, namely those challenges related to the responsibilities of the ministry and external factors on one side, and the challenges related to working work ethics on the other side. Both challenges are treated separately for convenience.

1. Challenges Related to the lack of Capacity of the Ministry and External Factors

The following are lists of challenges that are related to lack of capacity of the ministry *and external challenges*. In your opinion, to what extent the stated factors are perceived as a challenge or problem in implementing SDR. Please, rate the challenges as: 5. *Very high* 4. *High* 3. *Medium* 2. *Low* 1. *Very Low*.

No	Challenges or Problems	Status/Rate				
		5	4	3	2	1
I	Challenges would be related to the Ministry as an institution					
1	Very high work burden in the ministry					
2	Lack of adequate budget					
3	Shortage of skilled manpower					
4	There are overlapping or redundant jobs					
5	Salary increment freezes					
6	Lack of coordination from management bodies					
	Inadequate training given to civil servants					
II	Challenges Reflected by officials					
1	Lack of full accountability from the officials					
2	Lack of transparency					
3	Lack of motivation					
III	Challenges Related to External Factors/ conditions					
1	Lack of support from Ministry of Capacity Building					
2	Lack of clarity of policy, strategies, rules and guidelines of the reform					
3	Blurred evaluation system of the employees					

If you have any suggestions (comments), recommendations or any other you like to give me, please you can use on the space provided or attach additional paper to the questionnaire.

Appendix IV

ADDIS ABABA UNIVERSITY, SCHOOL OF GRADUATE STUDIES, INSTITUTE OF REGIONAL AND LOCAL DEVELOPMENT STUDIES

This questionnaire will be filled by the clients / customers and stakeholders of the Ministry of Trade and Industry (MoTI) or the Ministry of Finance and Economic Development (MoFED).

I. General Instructions (Directions)

The main purpose of this questionnaire is to collect information on the implementation of Service Delivery Reform (SDR) being undertaken by the Ministry of Trade and Industry (MoTI) or the Ministry of Finance and Economic Development (MoFED as respect to your relationship. The questionnaire is purely an academic and in no way reflects any political ideology. Hence, it does not affect the personalities of any one.

Therefore, your genuine, frank and timely response to the questionnaire will have invaluable contribution to success of this study.

N.B. Please,

- ❖ , do not write your name.
- ❖ rate each item and sign 'X' mark in front of each information/item provided in the table of your choice that is designated as: *Very high 4. High 3. Medium 2. Low 1. Very low* (please provide Only one 'X' for one question).
- ❖ write your response for all open questions as briefly as possible. When you are asked to rate in order of their importance use descending order beginning from number 1.

Dear respondent,

Your cooperation is highly appreciated, and the researcher is grateful to you for duly carefully filling the questionnaire.

Thank you very much indeed

PART II. General Information of the Respondents

- 1) Sex M F.
- 2) Age 18 - 33 34 - 49 50 - 65
- 3) The Highest Educational level achieved _____
- 4) Total service in years: 0 - 10 11 - 20 21 - 30 above 30
- 5) Marital status: Married Unmarried Widowed / Widower
Divorced
- 6) Family size: 1- 2 3 - 5 6 - 8 above 8
- 7) Religion: Christian Muslim * 'Wakeffanna' Others
- * *Non-Christianity and Non-Islam Cultural Oromo Nation religion (Almighty God)*

Part III. Questionnaires Related to Implementation, Achievements and Challenges of Service Delivery Reform (SDR)

3. 1. The Implementation of SDR

The following questionnaires target to understand to what extent the SDR was implemented. Please, read and response to each queries in writing.

1 What is your relationship with the ministry? What services do you get from it?

2. For how many years have you been the clients or stakeholder with the ministry?

3. Did you have any relationship with the ministry before SDR was implemented? Or have you heard the true history of the ministry? If you have heard or know, please write down both its strengths and weaknesses briefly.

4. Did you observe that the implemented SDR used "One Stop Shop" office working system?

1. Yes 2. No

5. If your response for questionnaire 4 above is 'Yes ', what advantage it gives for you?

- 1. It indicates genuine transparency-----
- 2. It is used to give many services in one place-----
- 3. It makes all employees feel accountability-----
- 4. Helps the customers not to count all the doors of officials-----
- 5. It saves time-----
- 6. It saves money-----
- 7. If any other advantage, please, write below-----

6. Is there any disadvantage of 'One Stop Shop'? Would you please write on space provided?

7. Have you ever appealed complaints and contact the 'Complaint Handling Body" of the ministry? 1. Yes 2. No

8. If your response for question No 7 is 'Yes', please write down what you evaluated the complaint handling system of the concerned body.

3. 2. Achievements of SDR

A. Achievements Reflected on Institutions (Each ministry as a whole)

No	Items of assumed achievements	Status/Degree				
		5	4	3	2	1
1	Increasing of service coverage					
2	Improvement of quality services					
3	Improvement of time management					
4	Practically of transparency					
5	Achievement of direct, accurate and timely information expectations					
II	Achievements Reflected up on Employees					
1	Employees feeling of accountability					
2	Increasingly of responsible employees					
3	Creation of sense of urgency in the minds of employees					
III	Achievements Reflected up on Officials					
1	Focusing of leaders on customer satisfaction					
2	Emerging of accountable leadership					
3	Efficiency and effectiveness of decision making of leaders					

PART IV. Major Challenges Encountered in Implementing SDR

The challenges of Service delivery Reform are categorized into two major areas, namely those challenges related to lack of implementing capacity of the ministry as institution and challenges related to officials in the ministry on one hand, and challenges related to work ethics of the employees on the other hand. Both challenges are treated separately for convenience.

4.1. Challenges Related to lack of Capacity of the Ministry and the Officials

A. What common challenges do you think are in place regarding **lack of capacity of the ministry** that encountered in the implementation of SDR? Please, feel free to enumerate the problems.

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____

7. _____
8. _____

B. What common challenges do you think are in place regarding the attitudinal change of officials in implementation SDR? Please, enumerate what you observe while you treat your cases

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____

4. 2. Challenges Related to Work Ethics of the Employees

A number of challenges you may observe regarding to work ethics of employees that could encounter in the implementation of SDR in the ministry you have work contact with. Please, write down the challenges you assume created employees work ethics and faced SDR on the space provided.

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____

3. If you have any suggestions (comments), recommendations or any other you like to give me, please you can use on the space provided or attach additional paper to the questionnaire

Declaration:

This thesis is my original work and has not been presented for a degree in any other university and that all sources of material used for this thesis have been dully acknowledged.

Declared by:

Name: Etefa Merga Woyessa

Signature:  _____

Date: 29 June 2006

Confirmed by:

Name: Mulugeta Abebe (PhD)

Signature: _____

Date: _____

Place and date of Submission: Addis Ababa, June 2006