

**ADDIS ABABA UNIVERSITY**  
**SCHOOL OF GRADUATE STUDIES**  
**DEPARTMENT OF PUBLIC ADMINISTRATION**  
**AND DEVELOPMENT MANAGEMENT**

**THE CHALLENGES OF IMPLEMENTING THE PUBLIC  
SERVICE DELIVERY REFORM PROGRAM IN KOMBOLCHA  
CITY ADMINISTRATION AND HARBU MUNICIPALITY**

**By: Gebeyaw Tadesse**

**July, 2008**  
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## Acronyms

ANRS	Amhara National Regional State
ASD	Alternative Service Delivery
BCB	Bureau of Capacity Building
BPR	Business Process Reengineering
CEOs	Chief Executive Officers
CSA	Central Statistics Authority
CSR	Civil Service Reform
E.C.	Ethiopian Calendar
FDRE	Federal Democratic Republic of Ethiopia
HM	Harbu Municipality
KMS	Kombolcha Municipal service
MCB	Ministry of Capacity Building
NUPI	National Urban Planning Institute
NPM	New Public Management
PPP	Public Private Partnership
PSRPs	Public Service Reform Programs
PSR	Public Service Reform
QW	Quick Wins (Quick Administrative action)
SDP	Service Delivery Policy
SDR	Service Delivery Reform
SPM	Strategic Planning and Management
SAP	Structural Adjustment Programs
SSA	Sub-Saharan Africa
TGE	Transitional Government of Ethiopia
UNDP	United Nations Development Program

## **Abstract**

*Urban centers' municipalities constitute an important part of local government in Ethiopia. There have been many problems observed in the civil service institutions of the country including municipalities for many years. For this reason, the government has implemented service delivery reform as part of the country's general political and economic restructuring programs. The major objective of this study is to assess the achievements recorded and to analyze the challenges encountered in implementing the SDR in KMS and HM. Primary data were collected from clients and staff of the two municipalities based on disproportionate stratified random sampling technique complemented with interviews and secondary sources. Since similar studies were not conducted before in these municipalities, the study is believed to be essential for its original findings and groundwork for future studies to build upon.*

*From the essential conditions for the implementation of SDR, Strategic Planning and Management (SPM) was designed in both municipalities. Business Process Reengineering (BPR) has not been implemented. Allocation of budget, suitable offices, assigning trained manpower, awareness creation as well as establishing one stop service delivery mechanisms are not implemented sufficiently. Customers' information access is relatively good in KMS but insufficient in HM. Hence, the preconditions for the reform measures seem undeveloped. Though its implementation is very poor, KMS has designed service standards for basic services but not in HM. KMS has empowered departments for public service delivery. However, decentralization and outsourcing of services are not undertaken in these municipalities. Consequently, efficiency of municipalities is reduced in implementing SDR. Commitment and attitude of officials and employees, accountability, effectiveness and result-oriented work evaluation have been improved relatively compared to the situation before the implementation of the SDR. But it is insufficient.*

*By and large, the municipalities' human resources and the system itself are central reasons for the increasing widespread perceptions of the general public that have difficulty in receiving service timely and in a cost-efficient manner. The problems of the municipalities require thorough diagnosis and sustained thought about the way to bring attitudinal changes. The SDR measures need to be executed through fulfillment of necessary conditions such as awareness creation; one-stop shop service delivery mechanisms; Business Process Reengineering; and allocation of sufficient financial budget, amongst others. Moreover, staff training and continuous monitoring and evaluation of the reform should be done with the commitment of municipal leaders.*

# **Chapter One: Introduction**

This chapter deals with the background of the study, statement of the problem, research objectives, significance, scope and limitations of the study, research methodology and organization of the paper.

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

The proportion of world population living in urban areas in 1998 averaged 46 percent while the share of urban population accounted for 31 percent, 66 percent and 76 percent of total population in low, middle and high-income economies respectively. Moreover, two-thirds of the world's population is expected to dwell in urban areas by the year 2025 (Shewaye 2003: 136).

The wave of public service reform has been acute since 2000 and emphasizes the importance of improved service delivery. To this effect, developing countries have begun implementing Civil Service Reform (CSR) to achieve better public service through clients' satisfaction (Kiragu 2002: 1). Although the Ethiopian civil service has a long tradition and experience of serving various governments, it has thus far given little attention to service delivery. The orientation, attitude and work practices of the bureaucratic machinery established to carry out highly centralized and control-oriented government policies of the previous regimes are ill-suited to the needs of the new policy environment in Ethiopia (Paulos 2001: 3).

Political, economic and social changes have taken place in Ethiopia since the establishment of the Transitional Government of Ethiopia (TGE). The promulgation of the new constitution, the federal arrangement of the state, the decentralization of administration to the lowest level of government, the shift towards a market-oriented economy as well as the adoption of the agriculture-led industrial development strategy have laid the foundation upon which all other major policy changes are built (FDRE 2001: 1).

According to the policy document, the efficiency and effectiveness of the civil service in general and of service delivery in particular is of vital importance for successful implementation of these changes in policy and strategy. Moreover, public service delivery improvement contributes to the establishment of administrative machinery that can face the challenges of the 21<sup>st</sup> century. To

this end, the Ethiopian Government has initiated a comprehensive Civil Service Reform (CSR) program, of which service delivery is a component.

The Bureau of Capacity Building (BCB) for the Amhara National Regional State (ANRS) (2005: 22) states that, the Prime Minister's Office (PMO) set up a Civil Service Reform Task Force (CSRTF) to examine the situation of civil service at all levels of government in 1994. 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 CSR in 1996 after which 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 coordinate the public sector reforms and to enforce CSR more comprehensively. According to the Civil Service Reform Program Office, MCB (2007:1), the Civil Service Reform Program (CSRP) is divided into five sub-programs: top management system, human resource management, public service delivery and quality of service, expenditure management and control, and ethics reform. The Federal Government has enacted policies, directions and strategies for the execution of reform programs. Among the policies designed, the first is the adoption of FDRE's service delivery policy in 2001. To this effect, the federal civil service institutions and the regional states began implementing Service Delivery Reform (SDR) immediately (BCB 2005: 23).

In mid 1998 ANRS took the initiative to undertake a comprehensive study, which reviewed the legal status, roles and responsibilities of municipalities. The reform that followed the study along with the provision of enabling legal environment and institutional framework for municipalities marks the first such effort in the country (Shewaye 2003: 151).

The reform thus far appears to be a success by all standards while the implementation currently in progress and the wide support it enjoyed is a testimony to the support and commitment of all those involved. Despite these efforts, important challenges lie ahead. Enacting legislation by itself bring about desired changes unless continued support, commitment and political will are guaranteed during its orderly implementation. The other challenges include lack of stakeholders' active involvement, low attention for proper monitoring and follow-up and the like (ibid).

The ANRS is one of the regional states that has started implementing the CSR program. The regional government has enacted and implemented proclamations, rules and regulations since 2002. Municipal services and municipalities are parts of local government institutions, which are

the focal point to implement the SDR program. Among local government institutions, the study attempts to assess and analyze the implementation and challenges of SDR in Kombolcha Municipal Service (KMS) and Harbu Municipality (HM) in a comparative manner. The two institutions have been chosen for the case study because their main mission is to give public service for their respective clients though there are complaints from the public. According to the Council of the Amhara National Regional State (proclamation No. 91/2003: 6), cities/towns shall, for purposes of their administrative organization, management and accountability, be classified into three principal categories namely: city administration cities, municipal towns and emerging towns.

The criteria for the classification of urban centers are based on their objectives, lasting development visions and the current level of the socio-economic development of each urban center. According to the proclamation, Kombolcha is categorized under city administration cities. Accordingly, KMS is established under Kombolcha City Administration to provide public services. Municipal towns may take the form of organization indicated as lead municipality and/or sub-municipalities. HM is established as lead municipality under Kallu Woreda Administration (ibid).

The major services that have been provided by KMS and HM include: construction licensing, certification of tenure, transfer of ownership, collateralizing properties for bank loan, land provision for the construction of houses and general service buildings, preparation of design and site plan of construction, marriage and birth certification, slaughterhouse service, solid and liquid waste management, recreation centers, rental house service, information service about houses ownership and other related issues, parks, provision of miscellaneous services like fire protection, street lighting, libraries, public toilets, facilitating and providing basic infrastructure services for the public in the towns etc. (see Annex 1).

Managers and planners of the cities face challenging because of population increase under their jurisdiction (migration and natural increase) at a phenomenal rate. This poses a huge challenge to those responsible for the management of urban development and provision of services in the two urban centers. KMS and HM, having their own specific vision, mission and values, began implementing the CSR program in general and SDR in particular in 2001 (KMS 2007/2008: 13 and HM 2007/2008:21). Hence, the study attempts to assess and analyze the extent to which the

SDR has been implemented, the challenges encountered in implementing the SDR and proposes solutions for both public organizations in a comparative perspective.

## **1.2. Statement of the Problem**

The frequently quoted levels of urban infrastructure deficiency provide ample evidence worldwide of the crises and challenges that face urban managers. Deteriorating infrastructure and declining service delivery are signs of crises in urban management. Such difficulties are caused due to a range of external and internal economic, institutional, social, demographic and environmental factors (Mesfin et al 2007:17). The rapid rate of urbanization is well known to municipal managers in Latin America, Asia and increasingly in Sub-Saharan Africa (SSA). Growing urban populations place significant pressure on the existing infrastructure in core areas and create demand for improved service delivery in under-serviced, marginal and peri-urban areas. Many municipalities have limited capacity for analyzing and articulating physical and institutional problems and many overlook the ways in which users experience service problems. This lack of skill ultimately affects decision-making and the development of appropriate solutions (Cottfried 1988: 32).

When one considers the challenges of low service delivery, there are several reasons why the efficiency of service delivery declines or remains low. The major challenges of implementing service delivery in municipal services and municipalities include lack of accountability, time consuming organizational structures lacking streamlining, absence of complaint handling mechanisms, practices of neglecting the needs of clients/customers, lack of capacity amongst many government institutions to give sufficient attention to service delivery improvements in municipalities, lack of initiative and commitment, shortage of resources, inconsistency of regulations and guidelines governing institutions, existence of unfavorable work conditions, misuse of human resource management systems, as well as continuous turnover of employees, especially, professionals and managers.

To solve these problems, FDRE and BCB of the ANRS have enacted a service delivery policy with its directions in 2001/2002 to become full-fledged SDR. The overall objective of the policy on service delivery is to attain user satisfaction in delivering services through civil service institutions. Based on this general guideline, KMS and HM have started implementation of SDR.

Quick administrative actions or Quick Wins (QW) are implemented in both municipalities. However, service delivery standards and complaint handling mechanisms are not well organized and implemented. As a result, complaints arise from the public in many service issues. The service delivery reform 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 city administrations, zonal departments and regional bureaus. In spite of the prevailing problems, no reliable and consistent research, monitoring and evaluation have been undertaken, notwithstanding the Works and Urban Development Bureau's general survey on CSR at the end of 2006. Therefore, assessing and analyzing the type of services delivered by the two municipalities, their implementation status according to SDR, instruments used, achievements recorded and challenges encountered in the process of realization of SDR in KMS and HM by comparison is found to be timely and critical.

### **1.3. Objective of the Study**

#### **1.3.1. General Objective**

The general objective of the study is to assess the achievements recorded in the SDR program, challenges encountered and to indicate possible remedies for the two towns comparatively.

#### **1.3.2. Specific Objectives**

The comparative study of KMS and HM will address the following specific objectives:

- Examine the fulfillment of necessary conditions

Some of the enabling conditions are conducting of Business Process Reengineering (BPR), identifying customers' needs and expectations, allocation of suitable offices and budget, assignment of trained manpower, awareness creation for clients and staff, introducing one-stop shop service delivery mechanisms and providing timely information for clients in a transparent manner.

- Gauge the extent to which SDR is implemented
- Assess achievements of SDR goals in the two municipalities comparatively

- Examine and compare satisfaction of clients on services delivered and the willingness of employees/officials to serve their clients in the two municipalities
- Identify and analyze the problems/challenges encountered in the implementation of SDR
- Suggest relevant and specific methods to improve the implementation of the SDR program in the two municipalities

### **1.3.3. Research Questions**

The major research questions addressed for the comparative study of the two municipalities are:

1. What necessary conditions are fulfilled? What achievements are recorded from the introduced SDR in municipalities?
2. Are clients/customers satisfied with the services delivered by KMS and HM?
3. To what extent is the staff of KMS and HM committed to help their clients and provide quality service?
4. What challenges were encountered during the implementation of SDR in the two municipalities?
5. What mechanisms exist to improve the introduced SDR in the two municipalities?

### **1.4. Significance of the Study**

Studies related with public service delivery in urban centers are vital for the following reasons. The main task of municipalities and municipal services is to deliver public service for their clients and urban centers constitute an important part of local government in Ethiopia with significant and growing shares of the population. Despite these realities, public service delivery has not been given due attention by successive regimes in Ethiopia. Although the CSR program has significant advantages, especially the current government's SDR program, it also faces its own challenges in implementing in municipalities and municipal services. Therefore, this research paper contributes both practically and theoretically. Practically, the study is important for the management and employees of KMS and HM to increase their awareness and to improve the quality of services to satisfy their clients. In addition, it is helpful for local administration of

urban centers and Woredas as well as other government institutions to provide quality public service according to SDR principles for their clients. Theoretically, it adds to the body of knowledge in the area of public service delivery and serves as a source document for further research on public service delivery in the area of urban centers.

## **1.5. Scope and Limitations of the Study**

Due to time constraints as well as the focused objective of the research, the study was limited to assess only the implementation and challenges of the SDR program in KMS and HM through a comparative study. This means the study did not include the state functions of Kombolcha City Administration, the other sub-programs of CSR and other municipal services and municipalities in the urban centers of the country. Furthermore, as service delivery is a vast and complex subject, especially in municipal organizations, the researcher focused on the service delivery system and challenges of the SDR program in KMS and HM. The study did not cover the details of all services provided in the two municipalities. Although the researcher believes the paper contains reliable data on service delivery, customer satisfaction and challenges of SDR in these municipalities, it has its own limitation. It may be difficult to gauge the real image to compare the performance of the two municipalities in implementing the SDR based on the responses of the study targets. Collecting data from different sources has taken much time posing limitations to undertake other research activities that would have aided in acquiring more comprehensive results.

## **1.6. Research Methodology**

### **1.6.1. Research Method**

Since the objective of this study is to make a comparative analysis of the implementation and challenges of SDR in the two municipal organizations, the method used is qualitative supported by simple quantitative measurements in the form of percentages, tabular illustrations and graphs. The achievements recorded and the challenges encountered in implementing the SDR in KMS and HM are compared based on response factors. The available data were explained, analyzed and utilized to suggest ways and means to improve the situation. Hence, more of descriptive as well as analytical methods of research are used.

## **1.6.2. Sampling Procedure**

### **1.6.2.1. Population**

KMS and HM were purposely selected for the research case study. The reasons are:

- The researcher has work experience in relation to these municipalities. As a result, real and sufficient data can be collected through data collection instruments
- They are adjacent in location and convenient for the researcher
- Their mission and objective is to provide public service and they are exercising SDR with their own limitations
- The researcher assumed public service delivery as the real problematic issue in these municipalities

The population of the study comprised clients and employees of the two municipalities. It was systematically arranged to facilitate the study.

### **1.6.2.2. Sampling Frame**

Sampling frame is the specific set of units from which the sample is actually drawn. The sampling frame in this research was systematically arranged to facilitate the study. The sampling frame from KMS was composed of employees and clients of the municipality. The total number of 54 employees was taken as a sample frame. Clients were stratified as 1,257 businessmen/investors, 3,385 unemployed persons, 3,889 farmers, 1,527 youth and 273 employees of other organizations. Therefore, the total sampling frame of KMS is 10,385. Similarly, the total number of 20 employees of HM was taken as a sample frame. Clients of HM were stratified as 283 businessmen/investors, 400 unemployed persons, 3,000 farmers, 850 youth and 1,471 employees of other organizations (employees of the Woreda sectors excluding the municipality). Therefore, the total sampling frame of HM is 6,024. Generally, 16,409 sampling frame is taken for the study.

### **1.6.2.3. Sample Size**

As can be seen from section 1.6.2.2, the size of the population or the sampling frame is very large. As a result, the actual sample size is not expected to be a large percentage of the sampling frame. The target respondents for the research are selected from all stratified sampling frames. The sample size for the research was 200. This sample size was equally divided into two, 100 for each municipality. Similarly, this sample size was classified for each municipality with 20 employees of the municipality, 10 investors, 15 unemployed persons, 10 farmers, 15 youth and 30 employees of other organizations (its size is large because of its large sampling frame and the employees' strong relationship with the municipalities). They were randomly selected from the stratified sampling frames. Hence, the researcher used the disproportionate stratified random sampling technique for the study.

### **1.6.3. Data Type and Collection Instruments**

Primary and secondary data were used for the study. The primary data was gathered through direct observation in the two municipalities, by conducting interviews as well as administering questionnaires to different officials, experts and clients. The secondary data were collected from published and unpublished books, journals, annual progress reports, technical reports and manuals.

#### **1.6.3.1. Document Review**

This part predominately constitutes the review of SDR documents supplied by the MCB, BCB, Bureau of Works and Urban Development and the two municipalities. A review of various secondary sources was undertaken from documents produced by different organizations and government institutions whose roles and functions are related to the subject of this research. Some of the documents were used to write the theoretical and conceptual framework of the study.

### **1.6.3.2. Opinion Survey**

Closed-ended questions were prepared to manage the responses in data analysis about the services provided by the two municipalities. One type of questionnaire was prepared to obtain information from various stakeholders in municipal service delivery. The questionnaire included guidelines on how to respond to the questions, personal data of respondents and the detailed questions that will address the objective and questions of the research about SDR. The questions targeted issues including suitable environment to begin SDR, existence of a one-stop shop service delivery system, main achievements of SDR and challenges in implementing SDR. The questionnaire was distributed to different stratified respondents, namely, employees of the municipality, investors, unemployed persons, farmers, youth, and employees of other public organizations. Some of the major stakeholders in municipalities are clients who expect better service provision. Their responses and opinions were the main input to assess the achievements and challenges of SDR implementation in the two municipalities.

### **1.6.3.3. Interviews**

In addition to the employees' and clients' questionnaires, the researcher held focus group discussions with staff members of the municipalities as well as structured interviews with four civil service reform experts and four clients of the two municipalities. Clients were selected randomly; however, civil service reform experts were selected purposely for interviews according to their strong relationship with SDR. The objective of this interview was to collect data not covered by the questionnaire and documents due to various reasons. Hence, it is not analyzed independently.

### **1.6.3.4. Observation**

This method helped the researcher to critically examine SDR implementation and challenges in comparing the two municipalities. The observation was focused on the service provision process (service flow chart), service delivery indicators in the offices, situations of service providers, service receivers and some institutional challenges in KMS and HM.

#### **1.6.4. Administration of Data Gathering Instruments**

The researcher selected and trained 12 data enumerators (six from each town) to effectively collect data from the sample respondents through questionnaires. The researcher performed observation, reviewed documents from secondary sources, interviewed respondents, coordinated the data gathering process and supervised data enumerators in the field.

#### **1.6.5. Method of Data Analysis**

The available primary and secondary data were conceptually organized, coded, systematically arranged and interpreted. Percentages, bar charts, tables, simple statistical tools, etc. were largely employed to analyze data since the nature of the study was more descriptive as well as analytical. The data were analyzed by comparing the two municipalities' performances in relation to SDR principles and clients' satisfaction.

### **1.7. Organization of the Paper**

This study is comprised of five chapters. The first chapter deals with introduction in which background, problems, objective, significance, scope and limitation of the study and research methodology are included. Chapter two explains and emphasizes the review of related literature showing definition of key terms, problems of traditional bureaucracy, how NPM is related to CSR and particularly to SDR and why SDR is becoming important, especially for developing countries, and civil service reform and service delivery reform in Ethiopia. The third chapter deals with situational analysis including the background of the Ethiopian civil service, service delivery reform in the Amhara National Regional State, background of Kombolcha town and background of Harbu town. The fourth chapter deals with presentation and analysis of findings covering presentation of opinion survey results and analysis of SDR in KMS and HM. The final chapter presents conclusions and recommendations of the study.

## Chapter Two: Review of Related Literature

The review of the related literature deals with definition of key concepts and terms, problems in traditional bureaucratic models, public sector governance, public choice theory, New Public Management (NPM), Civil Service Reform (CSR), Service Delivery Reform (SDR), Civil Service Reform in Ethiopia, Public Service Delivery Reform in Ethiopia and exploring Alternative Service Delivery (ASD) mechanisms. The issues discussed in this chapter are relevant for the analysis of the study.

### 2.1. Definition of Key Concepts and Terms

Satisfaction of the need for improved public service largely depends on the transparency and effectiveness of service providers and perception of clients/customers. The following terms and concepts are defined for better understanding of the study.

- *Public service* refers to those activities of government institutions aimed at satisfying the needs and ensuring the well being of society as well as enforcing laws, regulations and directives of the government (FDRE 2001: 1).
- Reform is “to make or become better by the removal of faults and errors or the removal of abuses in politics” (Thompson 1993: 759).
- *One stop shop* here means a working system in an arrangement of the seating of the employees in one room just as workers of a bank do and providing similar services efficiently and effectively to their clients.
- *Capacity* is defined as the ability to perform appropriate tasks effectively, efficiently and in a sustainable way. In turn, capacity building refers improvements in the ability of public sector organizations to perform appropriate tasks. This definition focuses with the narrowest perspective that equates capacity with the training of human resources (Grindle and Hilderbrand 1995: 445). On the other hand, *capability* is about the knowledge, skills and experiences of the work force. It is operationally about the work force’s competence to undertake the responsibilities assigned to them. This study used both capacity and capability. However, the main focus is on capability than capacity and in some cases capacity is used to mean capability.

- According to the Council of the Amhara National Regional State (proclamation No. 91/2003: 3), the following terms and concepts are defined as:
- *Client/customer* is a person using the services of municipalities/person who buys goods or services from municipalities or municipal services.
  - *Urban center* means any area where a municipality has been established.
  - *Municipality* means an institution of expression of decentralized popular administration and one for the provision of urban services organized in a city that has not established a full-fledged local administration and is accountable to the surrounding Woreda council.
  - *Lead municipality* means a municipality centralized and organized with the responsibility of coordinating and directing the works of sub-municipalities and emerging towns within a Woreda.
  - *Emerging town* means a conglomeration of communities which, although a municipality has not been established therein, are distinct from the bordering rural areas.

## **2.2. Problems with Traditional Bureaucratic Model**

The traditional model of Public Administration (TPA) theorized and contributed to largely by writers like Woodrow Wilson (The Study of Administration written in 1887 in the United States), the Northcote-trevalen report (published in 1854 in the United Kingdom) and Max Weber (German sociologist who developed the bureaucratic model) remained in operation in most western countries until the third quarter of the 20<sup>th</sup> century. This model can be characterized as an administration under the formal control of the political leadership, based on a strictly hierarchical model, staffed by permanent, neutral and anonymous officials, motivated by public interest, serving any governing party equally, and not contributing to policy but merely administering those policies advanced by politicians. This view has been supported in the work of Sapru (2003: 370).

Lane (2000: 59) states, “On the one hand, there was the Weberian positive evaluation claiming that bureaucracy promotes efficiency. On the other hand, there was the more or less profound criticism from sociologists Merton, Selznick and Crozier pointing out that bureaus may operate in perspective, sometimes equating bureaucracy with formalism and red tape”. But the bureau has

been evaluated very differently. In the public choice approach, the bureau is rejected as a mechanism for service provision. Many people experience bureaucracies as expansionist organizations, constantly seeking to increase their size, staffs, financing and scope of operations. The period since the mid-1980 has seen the criticism and attack on the size and capability of the public sector.

According to Sapru (2003: 373), there are three core reasons to attack the public sector and its administration under the bureaucratic model. First, the scale of the public sector was criticized with arguments advanced that governments were simply too big, consuming scarce resources. Second, there is criticism about the scope of government. It was argued that government involved itself in too many services and that these could be returned to the private sector. Third, there was a scathing attack on the methods of government, with bureaucracy especially becoming a highly unpopular form of social organization. It is argued that bureaucracy greatly restricts the freedom of individuals and is inefficient compared with the market. Formal bureaucracy may have its advantage but it is also argued that it encourages administrators to be risk-averse rather than risk-taking and to waste scarce resources – instead of using them efficiently. Weber saw bureaucracy as the “ideal type” (rather than advocating it) but it is also attacked as producing inertia for red-tapism, mediocrity and inefficiency. There seems to be two main problems with the theory of bureaucracy: its problematic relationship with democracy, and second, its inefficient features.

Administration’s rigidly bureaucratic model is now being denounced and replaced by new managerial approach (New Public Management). Several rationales advanced for the replacement include the realization that public service functions are managerial in nature, responses to the attacks on the scale and size of government, and change occurring in a range of different countries in the world. Recent changes in the public sector have led to fundamental questioning of its role and place in the economy. Apparently there is now a focus on results above the process, on accountability rather than its evasion and on management than administration (Sapru 2003: 377).

## 2.3. Public Sector Governance

Thompson (1993: 725) states, “Public sector is state controlled part of an economy, industry, etc.” According to Lane (2000: 4), public sector reform in the 1980s and the 1990s has changed the traditional method of public sector governance by the introduction of a number of distinctions between the various roles of government: purchaser, provider, contractor, regulator and umpire. These need not be handled by one actor, i.e. government. Thus modern governance includes several alternatives for the public provision of goods and services as well as regulation depending up on how the following tasks are handled:

1. Financing or the payment of the services could be done by government or by the beneficiaries.
2. Production or the supply of services could be done in house or outhouse, i.e. government could use a bureau or an enterprise of its own or it may buy the service from a private operators.
3. Arrangement or the method of acquiring the services from an operator, public or private, where the critical distinction is competition or not.
4. Ownership, or who has property rights to the organization that supplies the goods and services. Whereas traditional governance favored the employment of organizations that were closely linked to the state, modern governance displays a preference for the use of the joint-stock company, whether it is government who owns the stock or it is a private operator.
5. Regulation or whether government has set up a regulatory regime that covers the provision of goods and services.

Modern public governance thus involves four major parties: (1) government: (2) chief executive officers (CEOs) (3) the players in the economy, and (4) the citizens and the population. NPM offers such an approach to the understanding of modern governance focusing on contracting and its logic (Lane 2000: 160).

## 2.4. Public Choice Theory

The interplay of competing participants and ideologies implies that many theories contribute to the shape of reforms. The task therefore becomes the identification of the dominant theoretical perspective that underlying a reform program. The major theoretical basis of the reforms associated with new public management in the UK and elsewhere is public choice (Aucoin 1990, Self 1993, Stretton and Orchard 1994, Zifack 1994, Udehn 1996 cited in Boyne et al 2003: 5).

According to Boyne et al (2003: 6), public choice theory assumes that bureaucrats are motivated primarily by self-interest rather than the public interest. Moreover, this problem is exacerbated by the absence of appropriate organizational structures and processes in the public sector. Three specific characteristics of public bureaucracies are believed to lead to a lack of efficiency and effectiveness: the monopolistic structure of public service markets, the absence of valid indicators of organizational performance and the large size of many government agencies.

Public choice arguments on the costs of monopoly draw directly on neo-classical economics (Jackson 1992, Master and Sawkins 1996, cited in *ibid* 2003: 6). Public choice theory suggests that if appropriate market structures are created in the public sector, then the behavior of bureaucrats will be steered towards the general welfare of society rather than their own selfish objectives. Public monopoly is assumed to lead to poor performance because officials have little incentive to keep their costs down or to find innovative methods of service delivery.

The problem, according to public choice theory, is that there are no unambiguous indicators of performance in the public sector, so it is difficult to evaluate or influence the behavior of agencies or individuals. Taken together, the selfishness and monopoly power of public officials resulted in a number of negative effects on the production of public services (*ibid*: 7).

Tulock (1965: 51) cited in Boyne et al (2003: 8) claims that problems of co-ordination and control grow disproportionately with organizational size, and that increases in scale eventually reduce performance. This argument does not imply that very large organizations fail completely. However, agencies that operate at a small scale are more likely to recognize new service needs and produce services quickly. Public choice remedies for the problems of bureaucracy follow directly from the diagnoses outlined above. First, the structure of public choice markets should be more competitive. A second public choice prescription is to force public agencies to produce

more information on their performance. This would shift the balance of power from bureaucrats to politicians, pressure groups and the public at large. The final reform recommended by public choice theorists is to break large agencies into smaller units.

## **2.5. New Public Management (NPM)**

### **2.5.1. Definition and Background of New Public Management**

It is difficult to identify one definition of NPM. New public management can be interpreted as an agreement between the public and their elected representatives on the one hand and the public service on the other (Gow and Dufour 2000: 1). NPM, Managerialism, market-based public administration, or reinventing government are a few incarnations of a new model of public sector management that emerged in the beginning of the 1990s in response to the challenges of globalization, international competitiveness and technological change. It is argued that it represents a paradigm shift from a traditional model of public administration, dominant for most of the 20<sup>th</sup> century to managerialism or what is popularly known as “New Public Management”. This new approach manifests a change in the role of government and bureaucracy in society and the relationship between government and citizenry (Sapru 2003: 370). Similarly, new public management is the theory of the most recent paradigm shift in how the public sector is to be governed. Initiated in the United Kingdom, it spread to, first and foremost, the United States, Australia and especially New Zealand, and then further on to Scandinavia and continental Europe. NPM is part of the managerial revolution that has encompassed the world over, affecting all countries, although to considerably different degrees. The theory of NPM contains the insights from game theory and from the disciplines of law and economics (Lane 2000: 3).

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 cited in Etefa 2006) describe NPM, as an empty canvas on which one can paint whatever one likes. Others locate NPM in the theoretical frameworks based on management science and public choice theory. The loose and contradictory nature of many NPM doctrines is that they appear to be applied in a haphazard fashion. Pollitt (2000) cited in *ibid* 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. However, this lack of coherence has not prevented NPM from being taken as a new paradigm or “gold standard” for the public sector. The traditional public administration paradigm based on the Wilsonian dichotomy, Taylorist scientific management and Weberian hierarchical control is dead (Etefa 2006: 14-15).

Three factors, operating together, have tended to drive the adoption of NPM. They are economic pressures, high-level political commitment to change, and a set of ideas to shape change. The experiences of the UK and New Zealand are most similar here. Both faced strong economic pressure to change and both had deeply committed high-level champions of change with clear ideas (Borins 2000: 3-4).

### **2.5.2. Features of New Public Management**

New public management is a topical phrase to describe how management techniques from the private sector are now being applied to public services. NPM does not replace older frameworks but adds a new approach to public sector governance, i.e. contractualism. The theory of public sector management needs to integrate the positive contribution in NPM, while at the same time stating clearly the limits of NPM (Lane 2000: 2). New public management is a dynamic approach adopted by governments to restructure their bureaucracies supposedly in order to better provide services to the citizenry. In Ontario, it is also referred to as alternative service delivery. Similar to how a business functions, proponents of NPM, incorporate the free market into the public domain, believing that the private sector can more efficiently produce outcomes desirable to the population. The theory advocates for fewer public resources, more technological reliance, fewer government expenditures and more private involvement, all leading to performance targets (primary emphasis on clear results is a key principle of NPM, for it is assumed that quantitative analysis is the most objective approach to evaluating a policy) that can better serve those utilizing the services, the clients (O'Brien 2006: 2).

On the other hand, Lane (2000: 147) states that, new public management is the theory that makes contracting the medium of communication in the public sector. NPM puts in place a contracting state, where personnel and other resources are to be managed by means of a series of contracts. To a considerable extent, then, contracting would replace public law or public administration as the coordination mechanism in the public sector. The reason that this is done is the basic belief

that contracting enhances efficiency. However, public contracts will always have to be conducted under certain restrictions, deriving from the justice basis of the constitutional state. This means that one may face equity-efficiency trade-offs when service delivery in certain parts of the public sector is organized under a contracting regime.

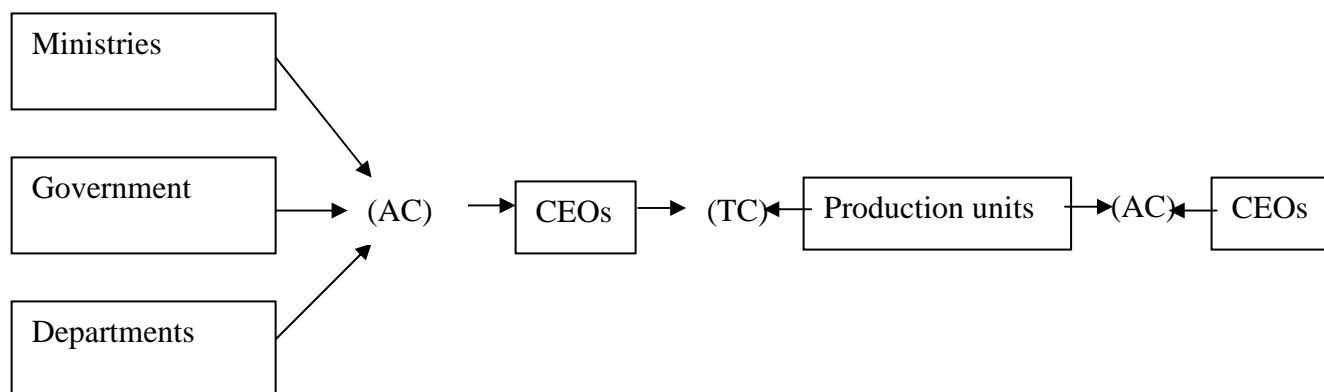
Both Hood (1995) and Pallot (1998 cited in Etefa 2006: 16) make it clear that NPM has been largely based on the past practices of the private sector. The main aim of applying NPM to the public sector is to remove the private-public distinction i.e. by making the government duties market-based competitive mechanisms just as private sector does. In public management, it is considered 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, public private partnership (PPP), privatization, decentralization and good governance are included.

According to Lane (2000: 150), private law contracts for allocative purposes come in two versions:

1. Transactions: spot market contracts (TC) (e.g. buying and selling something instantaneously)
2. Agency: relational contracts (AC) (e.g. the employment contract)

The distinction between transaction contracts and relation contracts may be difficult to draw exactly, but it has to do with (1) duration; (2) completeness; and (3) good faith. NPM employs both the above contracts. The typical form of transaction contract in government would be contracting out, whereas the typical form of agency contracting would be the employment of chief executive officers (CEOs) and other public employees. Where the nexus of contracts runs from government to the service providers, one would arrive at the simple structure (figure 2.1) combining relational contracting with contracting out (ibid).

**Figure 2.1 Structure of Contracts in New Public Management**



*Source:* Lane (2000: 150), New Public Management.

According to Sapru (2003: 377), the common features of new public management are:

- i. The NPM represents a major shift from traditional public administration with much more attention paid to the achievement of results and the personal responsibilities of managers.
- ii. There is an intention to move away from classic bureaucracy to make organizations, personnel and employment terms and conditions more flexible.
- iii. The organizational and personnel objectives are to be set clearly in order to measure their achievement through performance indicators.
- iv. Higher civil servants are more likely to be politically committed to the government of the day rather than being neutral.
- v. Government functions are more likely to face market tests, such as contracting out in what Osborne and Gaebler call separation of “steering from rowing”.
- vi. There is also a trend towards reducing government functions through privatization and other forms of contracting.

The NPM thinking is in the context of the IMF and World Bank-supported structural adjustment programs (SAPs), which Ethiopia is currently following. In this study, it is this 'New Public Management' model that is going to be used as a framework within which to analyze the contents and processes of SDR and the public service delivery reform policy that is underway in Ethiopia in general and in KMS and HM in particular. Like many of the developing countries in Africa,

Asia, and Latin America, Ethiopia is also embracing elements of the NPM approach. This is evident from the Ethiopian civil service reform program and service delivery sub-program, which is in line with the NPM concept. Because this model is based on current thinking on public sector reform that stipulates that the role and institutional character of the state and the public sector should be more market and private sector oriented, it is possible to use the model for the purpose of analysis. The model cannot be taken at face value as it is implemented in developed countries. It should be contextualized to the actual situation of local governments, specifically to municipalities like Kombolcha and Harbu. On the other hand, perfection can be achieved through process. Due to this reason this thinking can be contextualized through practice in such studies on local governments. Furthermore, it is widely recognized that NPM is the current popular model for the analysis of contemporary administrative reforms in both the developed and developing countries. Therefore, by using the NPM model in the analysis of this study, it is possible to push municipalities to use the private sector management system for the sake of achieving clients' satisfaction in public service delivery.

To summarize, new public management is the theory of the most recent paradigm change in how the public sector is to be governed. Initiated in the United Kingdom, it spread to first and foremost the United States, Australia and especially New Zealand. New public management is the theory that makes contracting the medium of communication in the public sector. From the above discussion, essential characteristic features of NPM can be summarized as: adoption of private sector managerial practices by the public sector, setting explicit measurable performance standards for public organizations, controlling the performance of public organizations by predetermined output measures, preference for private ownership, contracting out and competition in public service provision, steering role of government, promoting competition among public sector organizations, and public and private sectors, making service delivery more responsive to the needs of customers, recognizing the importance of providing the human and technological resources managers need to meet their performance targets and the like.

Generally, new public management is part of the managerial revolution that has gone around the world, affecting all countries, although to considerably different degrees. Considering the relationship between NPM and CSR/SDR, 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. This theoretical framework is essential to evaluate the implementation and challenge of SDR of Ethiopia in general and the study area in particular (KMS and HM).

## **2.6. Civil Service Reform (CSR)**

### **2.6.1. Background of Civil Service Reform**

Thompson (1993: 759) describes reform as “to make or become better by the removal of faults and errors or the removal of abuses in politics”. Reform is a government action. Politicians and public managers could lead the process or have a strong personal influence, but for a reform action to be successful it must be able to generate the continuous support of politicians and senior officials (Karim 1992: 31, cited in Carstens and Thornhill 2000: 178). Public management reform is a deliberate change in the arrangement for the design and delivery of public services (Boyne et al 2003: 3).

Business companies, government organizations, and public enterprises, all of them, regardless of their size or any natural existence, have been facing very challenging business environments that can determine their existence, success or failure. Globalization put organization in challenge and imposes the need to reduce costs, seek greater responsiveness to customers’ needs, and seek flexibility in managing their business. The driving forces for the challenges are customers, competition and change. For example, the emphasis in the seller-customer relationship has shifted from seller to customer. Because they have choices due to the role of technology they have access to information and customers know what they want, know what they want to pay for it and how to get it (Belete 2006: 4).

According to Belete (2006: 11), organizations have passed through long experience to cope up with these challenges in order to exist, succeed or to live in this tough environment. Attempts are being made to undertake reforms within the bureaucratic paradigm. Even though a lot of reform has been made within bureaucracy (decentralization, downsizing, etc. to reduce the costs of bureaucracy), these traditional ways of doing business cannot respond the need of flexibility, responsiveness and customer focus and did not give dramatic improvement in performance (cost quality, service speed) within the new world. However, reengineering could enable organizing the system to be responsive, flexible and customer focused. Business Process Reengineering

(BPR) is the fundamental rethinking and radical redesign of business process to achieve dramatic improvement in critical, contemporary measures of performance, such as cost, quality, service level and speed (Hammer 1993 cited in Belete 2006: 12).

Minogue (1998 cited in Etefa 2006: 19), stresses that the initial difficulty regarding 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 government system. Civil service is a branch of state administration, excluding military and judicial branches and elected politicians. Hence, the civil servant is member of the civil service (Thompson 1993: 148).

Motives and expectation for CSR vary from country to country. 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 work emphasizes that the drive was based on making the role of government smaller at all levels, encouraging private sector participation, and reducing tax burdens (DAS 1998: 33).

Reform includes innovations in public management, that is, ways of working or providing services that are new to a specific agency or to the public sector as a whole. However reforms need not be innovations in this sense. They may be attempts to implement a structure or process that existed previously but was subsequently replaced or simply decayed over time. For example, the current best value regime for UK local authorities has strong echoes of the corporate management systems that flourished briefly in the 1970s (Boyne et al 2003: 3-4). Civil Service Reform in developing countries, especially in Africa and South America, is undertaken as a direct consequence of the early experience of structural adjustment programs (DAS 1998: 39). According to the World Bank (1989), the long view transcends cost-containment to concentrate on detailed, slower-paced CSRs aimed at improving levels of effectiveness and efficiency of government administrative systems. On the other hand, the World Bank (2002) argued that reforming the civil service is not a goal in its own right. 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 for other socio-economic issues.

The experience of South African civil service reform showed that the government is committed to transforming the state from “an instrument of discrimination, control and domination, to an enabling agency that serves and empowers all the people of the country in a fully accountable and transparent way”. In order to give effect to the transformation, government has adopted the following vision: “to continually improve the lives of the people of South Africa by a transformed public service which is representative, coherent, transparent, efficient, effective, accountable and responsive to the needs of all” (Mala Singh 2003: 2-3). DAS (1998: 42) outlines the basic values and principles governing public administration: “Public administration must be governed by the democratic values and principles enshrined in the constitution, including the following principles: a high standard of professional ethics must be promoted and maintained; efficient, economic and effective use of resources must be promoted; public administration must be development-oriented; services must be provided impartially, fairly, equitably and without bias; people’s needs must be responded to, and the public must be encouraged to participate in policy making; public administration must be accountable; transparency must be fostered by providing the public with timely, accessible and accurate information.”

### **2.6.2. Service Delivery Reform**

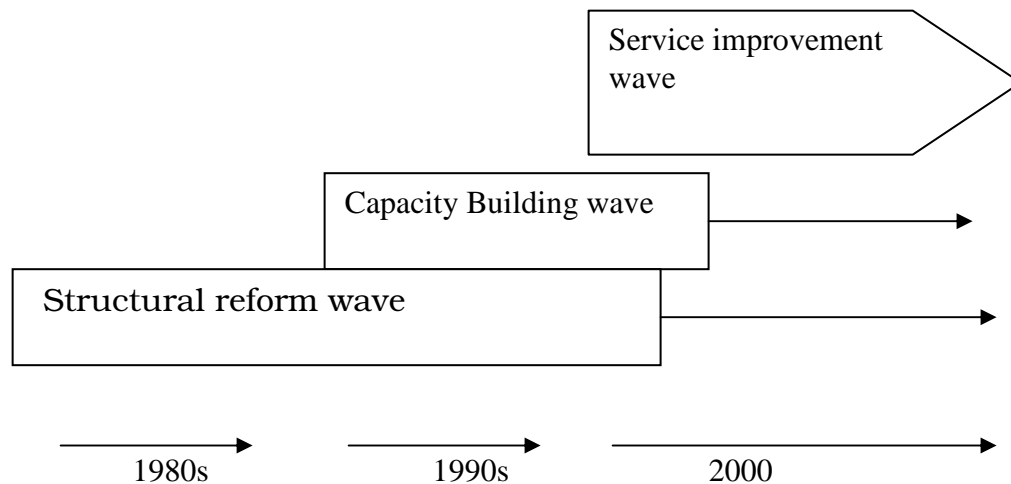
It is difficult to give a precise definition of services. According to FDRE (2001: 1), service is generally any activity undertaken to meet social needs. Public service, particularly, refers to those activities of government institutions aimed at satisfying the needs and ensuring the well being of society as well as enforcing laws, regulations and directives of the government (ibid). In most of the literature goods or services are divided into public goods and private goods or services and defined accordingly (Streeten, 1995 cited in Kumera 2006). “Pure” services have several distinctive characteristics that differentiate them from good and have implications for the manner in which they are marketed. These characteristics can be described as intangibility (cannot be assessed using any of the physical senses), inseparability (not separable from production), variability, and inability to own a service-related to its intangibility (Palmer 1995: 35-36, cited in Biruk 2007: 29).

### 2.6.2.1. Historical Perspective on Public Service Reforms Impact on Service Delivery

In Sub-Saharan Africa (SSA), as in other regions of the world, public service reform (PSR) has evolved over time. In a general perspective, there have been three waves of PSR in the region. However, these are not neatly defined and one notes that there is considerable overlap as demonstrated in figure 2.2. In other words, some countries still have a pronounced element of the first and/or second wave while moving in to the third wave in their reform programs (Kiragu 2002). In this perspective, nevertheless, it may be generalized that:

- The first wave covered the decade of mid-1980s to mid-1990s. This has been aptly described as the structural reform wave.
- The second wave was dominant in the late 1990s. Its dominant trait is capacity building.
- The third wave started in about 2000, with the particular objective to underline improved service delivery.

**Figure 2.2. Three waves of public service reforms in Sub-Saharan Africa**



*Source: Kiragu: (2002: 2). Improving Service Delivery through Public Service Reform*

According to Kiragu (2002), the impetus for this first wave of PSR in the region, as was the case in other developing countries, emerged from the macroeconomic and fiscal reforms that were embedded in structural adjustment programs (SAPs) sponsored by the World Bank and the IMF. Public service reform then sought to make government affordable and lean through cost reduction

and containment measures, especially by way of rationalizing the machinery of government, divesting non-core operations, retrenching redundant staff, removing ghost workers from the payroll, freezing employment and adopting measures to control the wage bill and other personnel-based expenditures. However, according to DAS (1998), it is clear that the structural PSRPs failed to impact positively on service delivery because, firstly, the program's strategies and interventions generally had little or no direct link to improvements in services. Secondly, some of the interventions, such as the freeze in recruitment, directly undermined capacity building for service delivery.

### **2.6.2.2. Institutional Capacity for Implementing Service**

#### **Delivery Reform**

According to Kiragu (2002), in the mid-1990s, there was a remarkable shift to a broader definition of what capacity building entailed which was accompanied by new initiatives in the context of PSRPs. One such initiative was the UNDP and World Bank-led donors. "Partnership for capacity building" was the conceptual underpinning for the initiatives to shift PSRPs. Focus from cost reduction and cost containment (structural) orientation saw that weak capacity was the root problem in the poor delivery of public services. The key interventions in this second wave of PSRPs included: enhancing staff skills, improving management systems and structures, restoring incentives and improving pay and improving the work environment. However, the capacity building-oriented PSRPs did not have any perceptible impact in service delivery in the SSA countries. Consequently, morale and discipline in the public service remained low, and unethical conduct in ways of bribery and corruption were on the rise. In the circumstances, service delivery continued to deteriorate in most developing countries throughout the 1990s. Recognizing this trend is at the heart of the recent and ongoing initiatives to design the third wave of PSRPs (ibid 2002).

Building institutional capacity is one of the remarkable points in implementing the civil service reform in general and service deliver reform programs in particular. Among others, it includes commitment of leadership, accountability, transparency and human resource management (Jreisat, 2002; Horton, 1999; Minogue, 1998 cited in Etefa 2006: 24). In relation to this, the US government focused more clearly on results that would follow four basic elements: (1) a clear strategy to transform broad goals in to 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.

The United Nations (2002) asserted that good governance has eight major characteristics: participatory, consensus-oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. Similarly, the World Bank (1996) clearly stated 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 an efficient tool. 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.

Commitment of the leadership is the most decisive factor for the implementation of CSR in general and SDR in particular. One of the most important in any reform environment is the political commitment. For example, in Tanzania, 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 international institutions and opened the way for resource inflows (Tsikata 2003, cited in Etefa 2006: 26).

The work relationship between the political appointees and civil servants affects SDR. Many scholars believe that the smooth relationship between political appointees and civil servants enhances the implementation of SDR. In the United States for example, there are too many political appointees in lower and 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 and smooth connection between them to do the above in relation to providing satisfactory public services (Hatry 1983). As the British House of Commons Public Administration Select Committee put it in a recent report: "The civil service cannot be frozen in a mould appropriate to one particular era, but must instead constantly change and reform if it is to meet the changing demands of government... an elegance

in relation to process needs to be matched by a robust commitment to attaining effective outcomes” (Stephenson 2003: 4). According to Stephenson (2003: 5), it is clear that 30 years of reform have had a radical and transforming impact on the UK civil service. A government paper “Developing 21<sup>st</sup> century skills” published in March 2001 summarized the changes over the last 30 years as moving from organization-centered towards citizen-centered, status quo oriented towards change oriented, process-oriented towards results-oriented and monopolistic towards competitive.

### **2.6.2.3. Service Quality and Client/Customer Satisfaction**

Satisfaction is a person’s feeling of pleasure or disappointment resulting from comparing a product or service’s perceived performance (outcome) in relation to his/her expectation (Schutz and Robert 1998: 203). If perceived performance falls short of expectations, the customer is not satisfied. If the performance exceeds expectation, the customer is highly satisfied or delighted. Customer satisfaction happens when a company focuses on quality service and produces real rewards for the company in the form of customer loyalty and corporate image (ibid).

Quality of services comprises the degree to which attributes of the service desired by the users are identified and incorporated in the service. Moreover, it comprises the degree to which desired levels of these attributes are perceived by the user to be achieved. According to Mardick (1995 cited in Biruk 2007: 22), causes of poor quality in service include: existence of unskilled labor, shortage of labor, the emphasis on efficiency and productivity, low demand and expectation of customers, absence of standards and direct usage of customers without taking time to test and the nature of service does not tend itself to quality control. Service produces intangibles. The quality of intangibles is rated by opinion, perceptions, and expectation. The dimensions of service quality are tangible facilities, reliability, responsiveness, competence, credibility, security, access, communication and understanding the customer to provide services according the expectation of customers/clients (Hatry 1983).

### 2.6.3. Civil Service Reform in Ethiopia

Ethiopia, as part of its general political and economic restructuring programs, is undertaking comprehensive measures to restructure its civil service (Paulos 2001: 1). According to Office of the Prime Minister of Ethiopia 1994 (cited in *ibid* 2001:10), some of the reasons for taking the civil service reform measures in the country were:

- The rules and regulations governing the civil service are outmoded and outdated
- The civil service is characterized by a general lack of experience in plan execution
- the civil service does not have a structural set up that is amenable to plan execution as well as to effective monitoring and control
- There is a lack of clearly defined management systems and procedures in the management of personnel, finance and property and
- There was inadequate managerial know-how, lack of standard job classification and weaknesses in manpower planning and utilization

In order to alleviate the above problems of the civil service, the government established an inter-ministerial task force and started the first phase of the reform. BCB for the ANRS (2005 : 22-23) states that, the Prime Minister Office (PMO) set up a Civil Service Reform Task Force (CSRTF) to examine the situation of civil service at all levels of government in 1994. 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 CSR in 1996 besides the task force was conducting the study. After the task force has accomplished its mission by 2000, the government established a MCB in 2001 to coordinate the public sector reforms and to enforce CSR in a better way. The objective of civil service reform in Ethiopia is to improve basic problems of the civil service and to support the objectives of development and democracy (*ibid*: 23). The Federal and regional institutions have been implementing CSRP in their respective bureaus since 1996.

The CSRP is being implemented under five sub-programs (Civil Service Reform Program Office, MCB 2007: 1). These are:-

- ✓ *Top management system*- which seeks to improve and strengthen top management

- ✓ *Human resource management system*-which seeks to improve the governance and control of human resources, training and capacity building, merit-based recruitment and promotion systems, introduce modern human resource policies and procedures and a transparent result-oriented performance appraisal system
- ✓ *Expenditure management and control*- whose objective is to improve governance and control of public finances and
- ✓ *Ethics sub-program*-which seeks to improve accountability and transparency with in the civil service and
- ✓ *Service Delivery and Quality of Service Sub-Program*: - whose objective is to improve performance and service delivery to the public.

According to CSRP office survey report (2007:3), implementing these sub-programs will result in improving the quality and efficiency of government operations at all levels, by bringing about:

- (i) Greater accountability with in the civil service
- (ii) Efficiency and effectiveness in the use of public resources
- (iii) Improved service delivery to the public and to stakeholders in terms of access, responsiveness and cost efficiency
- (iv) Result-oriented performance management system and
- (v) Ethical conduct among all civil servants

Of particular importance here is the service delivery reform subprogram which was being implemented under the civil service reform program.

### **2.6.3.1. Public Service Delivery Reform in Ethiopia**

According to Paulos (2001: 13), the program is under the Office of the Prime Minister and is designed to improve the quality of service provided by public sector employees and includes the establishment of a complaint-handling mechanism. The program, by the year 2000/1, would have made civil service institutions follow an appropriate and improved system of service delivery so as to give service to the public in an effective, efficient, transparent and impartial manner; the

employees of the civil service institutions have the responsibility and obligation to provide quality services to the public fairly, equitably, honestly, efficiently and effectively.

The federal government has enacted policies, directions and strategies for the execution of reform programs. Among the policies designed, the first one is the adoption of Service delivery policy by FDRE in 2001. According to the FDRE public service delivery policy (2001:5), the major policy directions of service delivery are:

- Formulation of mission statements
- Promoting positive attitude towards serving the public
- Defining eligibility (defining what is expected from clients)
- Facilitating easy access (one stop shop)
- Coordinating related services
- Establishing complaint handling mechanism
- Promoting transparency
- Providing adequate information
- Setting service standards
- Consulting with service users and
- Providing cost effective services

To this effect, the federal civil service institutions and the regional states have started implementing SDR immediately (BCB for the ANRS 2005: 23).

The cornerstone of implementing the reforms and improvements made in service delivery lies in changing the attitudes and behaviors of all civil servants towards their clients and stakeholders. Various tools will be used to achieve this transformation. These tools include the development of strategic, operational and action plans; the introduction of result-oriented performance appraisal system, the conducting of BPR and QW measures and institutionalization of monitoring and evaluation systems to measure the attainment of targeted organizational objectives and their

respective performance or service delivery indicators. However, in order to be able to assess whether organizations are in fact improving their performance, appropriate service delivery indicators and standards must be developed first (CSRP office survey 2007: 1). Assessment and evaluation in the research process can be misinterpreted by lack of agreed criteria for judging policy consequences. This reflects wider problems in the evaluation of organizational performance. There are many dimensions of success or failure, and many stakeholder groups who place different weights on these dimensions. For example, service users may pay primary attention to service quality and quantity, staff in public organizations may be more concerned with how a service is provided (including their own working conditions) than with what is provided, and taxpayers are likely to place as much emphasis on cost as on effectiveness (Boyne et al 2003: 14). A variety of methods can be used, first to assess reforms against the goals of policymakers, second for evaluators to use their own criteria to judge the success or failure of public management reforms and thirdly developing evaluative criteria by relevant stakeholders.

However, the country's human resources and the system itself are central reasons for the increasing widespread perceptions of the general public that government agencies have difficulty in delivering service to the public in a timely and cost-efficient manner. The country's workers and managers' work within a system that fails to take further advantages of their abilities, fails to enhance those abilities through appropriate training, and fails to reorganize and reward their contributions. A common complaint of many public employees is the demoralization they experience because of lack of appropriate measures or consequences for the small group of workers who failed to put their full effort in their jobs and a corresponding recognition for those who "go extra mile" (CSRP office survey 2006). Etefa (2006: 39) underlined that, in Ethiopia, the political commitment to reform is often criticized as inadequate; since many institutions are lacking visionary leadership; organizations are operating under very poor conditions; the staff in many organizations are not consulted and motivated when they should be, clients' interests are not consulted; and the accountability relationship between government and public service providers has not been clarified.

## **2.7. Exploring Alternative Service Delivery Mechanism**

As indicated in the above theoretical framework, especially in the NPM sub-topic, NPM is a dynamic approach adopted by governments to restructure their bureaucracies supposedly in order

to better provide services to the citizenry. In Ontario, it is also referred to as alternative service delivery. It implies that, the concept of NPM is relatively similar to alternative service delivery. However, this section shows some theoretical concepts of alternative service delivery framework and specific alternatives in supporting the theoretical framework of new public management.

Restructuring is a prominent theme within the core of ideas comprising the new public management. Governments have experimented with alternative organizational designs because hierarchical, vertically integrated departments have proven too rigid and unresponsive in a public sector environment that is increasingly complex, turbulent, and demanding. Unbundling bureaucracy through Alternative Service Delivery (ASD) is an innovative response to the pressure of scarce resources and the public's insistence on improved service (World Bank Group 2008). ASD means different things to different people. It is a uniquely Canadian term that has gained currency as a worldwide phenomenon. It has been popularized under many names and in many different forms in different countries. Ford and Zussman (1997:6) define 'ASD' as: "a creative and dynamic process of public sector restructuring that improves the delivery of services to clients by sharing governance functions with individual, community groups and other government entities (World Bank Group 2008).

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 is found to be inefficient, ineffective and non-customer focused unlike the private organizations. To solve such problems, many scholars forwarded alternatives of the service delivery mechanisms besides that of improving public service delivery through the civil services. Alternative service delivery entails the pursuit of new and appropriate organizational forms and arrangements, including partnerships with other levels of government and non-governmental sectors, in order to improve the delivery of programs and services. Good and Barry (2003) argued that innovative organizational arrangements for delivering government programs and services can result in: more cost effective, responsive delivery to citizens, change in organizational culture and management practices so that the organization performs more effectively, and the granting of greater authority to public sector managers, thus moving decision making closer to the point of delivery, to the communities served and to citizens.

Shah (2005) argued that, alternative service delivery is not one-dimensional. It can include privatization as well as reorganization and reengineering of mainstream government. It is not just about deficit reduction, devolution, and central agency controls. It involves rethinking roles and functions of government organizations. It depends heavily on success of a strong public policy foundation, a tradition of sound public administration, and on a citizen-centered focus for public services. This government reinvention strategy has offered attractive models for governments with inherent risks and challenges.

### 2.7.1. Alternative Service Delivery Framework

ASD without proper regard for service characteristics and institutional underpinning is risky. There needs to be a threshold test to determine which ASD options might be a useful way forward. Researchers need to assess the consequences of alternatives, to account for policy imperatives and political variables, and to anticipate managerial problems arising from the delivery option selected (World Bank Group 2008).

Six test questions are suggested. They are based on the framework for program review developed by the Treasury Board of Canada Secretariat. Together or individually, they lend strategic focus in assessing options and in building ASD into government business plans (ibid).

**Table 2.1. Alternative Service Delivery Framework Test Questions**

<b>Strategic focus</b>	<b>Test Questions</b>
Public interest Test	Does the program or service continue to serve public interest?
Role of Government Test	Is there a legitimate and necessary role for government in their program or service?
Jurisdictional Alignment Test	Is the lead responsibility for this program or service assigned to the right government jurisdiction?
External Partnership Test	Could, or should, this program or service be provided in whole or in part by the private or voluntary sector?
Business Principles Test	If the program or service continues with in the existing government context, how could its efficiency and effectiveness be improved?
Affordable Test	Is the program or service affordable with in fiscal realities?

*Source:* World Bank Group, 2008

These test questions are used to narrow the range of acceptable alternatives.

## 2.7.2. Alternatives

The province of Ontario in Canada has taken a systematic approach to alternative service delivery and has established the following continuum of alternative service delivery options (The World Bank group 2008). The major options are:

- *Direct Delivery*: Government delivers the service directly through business planning, focusing on results, cost recovery, getting the best value for the tax dollar, and customer service.
- *Agencies*: Government delegates service delivery to a scheduled agency operating at arm's length from the ongoing operations of government but maintains control over the agency.
- *Devolution*: Government transfers responsibility for delivering services to: a) other levels of government, b) profit or non-profit organizations that receive transfer payments to deliver the service. The province of Ontario has devolved responsibilities for municipal property assessment services from the provincial government to a municipal corporation.
- *Purchase of Service*: Government purchases the services under contract from a private firm, but retains accountability for the service. This includes contracting out and outsourcing of services.
- *Partnerships*: Government enters into a formal agreement to provide services in partnership with other parties where each contributes resources and shares risks and rewards.
- *Franchising/Licensing*: For franchising, the government confers to a private firm the right or privilege to sell a product or service in accordance with prescribed terms and conditions. For licensing, the government grants a license to a private firm to sell a product or services that unlicensed firms are not allowed to sell.
- *Privatization*: Government sells its assets or its controlling interest in a service to a private sector company, but may protect public interest through legislation and regulation (ibid).

## **Chapter Three: Situational Analysis**

This situational analysis chapter has four major parts. The first deals with background of the Ethiopian civil service and is focused on problems and drawbacks of the civil service in delivering public services. The second, third and fourth parts address service delivery reform in the ANRS; background of Kombolcha and Harbu towns respectively.

### **3.1. Background of the Ethiopian Civil Service**

The role of the civil service as an instrument in a country's socio-economic and political development is incontestable (Paulos 2001: 1). Although the Ethiopian civil service has a tradition and experience of serving various governments, it has, until recently, given little attention to improving public service delivery. Unfortunately, the idea that the civil service exists to serve the public good has been neglected and/or misunderstood in Ethiopian institutions (FDRE 2000: 1). Work practices, orientation and attitude of the bureaucratic machinery established and control-oriented government policies of the previous regimes are ill-suited to the needs of the new policy environment in Ethiopia (ibid).

#### **3.1.1. Problems and Drawbacks of the Ethiopian Civil Service in the Delivery of Services**

The FDRE (2001: 3-5) stated that various studies indicated that several problems contributed to poor service delivery in the Ethiopian civil service. The policy cites the following major problems:

- Positive attitude towards public service has not developed to the desired extent
- Insufficient recognition that citizens have rights to receive services from government
- Lack of accountability in civil service institutions for failure to meet the expected performances
- Service delivery in many civil service institutions are based on long, time consuming, excessively hierarchical organizational structures and obsolete management practices

- Services are in most cases provided in a manner that suits the administrative convenience of the providers rather than meet the needs of the recipients
- Civil service institutions tend to concentrate more on concerns for inputs and routine activities than on achieving tangible outputs by way of implementing government policies and programs as well as improving services
- Civil service institutions are sole providers of some services
- Most of the institutions do not have any formally constituted complaints handling mechanisms and information access for service recipients
- Human resource management system and conditions of work in the civil service do not motivate employees to provide quality service and the like

The disorganized and uncoordinated approach both in planning and implementation of urban infrastructure and services continues to persist due to the absence of cooperative spirit among the actors involved. In addition, the absence of a coordination structure to unite and focus the energies of different actors is also a contributory factor in Ethiopian low urban service delivery (Loop 2002: 93).

Similarly, the assessment of Loop (2002: 97) on public service delivery in the Ethiopian cities concludes the following characteristic features:

- An examination of the characteristics of the urban service delivery in urban Ethiopia revealed the dominance of the public sector. In most cases, the producer and supplier is the very same actor.
- Among government agencies involved in public service production and delivery, there is a clear lack of inter-agency coordination and integration.
- Evaluation of the provision of selected urban infrastructure and services showed the inadequacy, inefficiency and ineffectiveness of the actors involved in the provision and supply.

- Infrastructure and services are being provided mainly by government agencies but also by private sector and non-governmental organizations (NGOs). These actors work however, independently as there is no formal mechanism to coordinate and integrate their activities.
- One measure that would appear to be an essential condition of reform in the structure of urban service delivery in Ethiopia is the clarification of functional responsibilities between levels of government together with reform in revenue assignments.
- There is a clear need for greater involvement of the private sector and towards a community participation in the provision of urban services.

According to Minas (2003:126), in most developed countries, the bulk of development activity is done not by state administration but by a whole variety of local actors. But, in Ethiopia, the idea of local government continues to hang in the air, state administration continues to regard de-concentrated hierarchy as decentralization, which it certainly is not. As a result of these and other problems and drawbacks, the civil service has so far not been able to effectively carry out government policies and programs nor organize and deliver cost effective services.

Improving the performance of municipalities and enhancing the contribution of urban centers towards development requires a comprehensive reform to be undertaken. According to World Bank (1999 cited in Shewaye 2003: 150), five major conditions that should be addressed for municipal reform are: first, there is a need to redefine municipalities' legal status, roles, responsibilities and relationships. Second, an efficient guideline is required concerning internal organizational structure, job description and management procedure for various municipalities and quality of services they provide to residents. Third, a system of flexible municipal personnel administration, salary scale and incentive mechanism has to be introduced. Fourth, municipalities need to provide adequate information to residents and are required to be transparent in their operations. Fifth, to enhance the skills, know-how and attitudes of councilors, executives and other employees, there is a need to develop and conduct training and staff upgrading on a continuous basis.

### **3.2. Service Delivery Reform in the Amhara National Regional State**

In mid 1998 ANRS took the initiative to undertake a comprehensive study, which reviewed the legal status, roles and responsibilities of municipalities. The reform that followed the study along

with the provision of enabling legal environment and institutional framework for municipalities marks the first such effort in the country (Shewaye 2003: 151).

According to BCB for the ANRS (2005: 1), ANRS is one of the national regional states that has started implementing the CSR program in Ethiopia. According to the manual, objectives of civil service reform in the regional state are:

- To establish a civil service who can perform government policies, programs and plans efficiently and effectively.
- To establish a civil service who can support and implement development and good governance.
- To establish ethical and responsible civil service for the public resources.
- To create a civil service who is committed to serve the public, not to be served by the public.
- To establish transparent, open, fair and discipline civil service.
- To build the capacity of the civil service and to encourage the private sector for socio-economic development of the region and the like.

The Regional Government has enacted and implemented proclamations, rules and regulations derived from the federal government since 2001/2002 for the implementation of reform programs. Government organizations of the ANRS design strategic plans to reform themselves according to the label and standards of civil service reform program. The service delivery reform sub-program was the major focus to improve the service delivery mechanisms and to achieve client satisfaction. Municipal services and municipalities are parts of local government institutions, which are the focus area to implement the SDR program. The service delivery reform sub-program is implemented relatively effectively compared to other civil service reform sub-programs. Legal conditions for the reform are fulfilled for the implementation of SDR. Moreover, awareness creation has started and quick administration actions such as direction indicators, vision and mission of institutions, assigning civil service reform expert and complaint handling are performed in the regional and local government institutions (ibid).

However, BCB for the ANRS (2005: 28) identified problems encountered while implementing the SDR. Some of the problems are: absence of the spirit and attitude of public servant in public employees; the right of citizens to get services is not well understood; absence of clear accountability when government institutions fail to accomplish their responsibility; time

consuming and long organizational structures to give service; unity of command and the service depend on the convenience of the organization not on the need of service recipients; focused on process rather than focusing on results and the interest of employees and organizations to continue with the traditional working method by resisting the change in relation to service delivery reform.

To improve the public service delivery in government institutions, the following tasks should be implemented with attention (ibid: 28-30):

1. Service delivery survey to know the status of the implementation of service delivery reform. The survey should focus on the implementation by comparing with the standards designed by the previous studies.
2. Maintain sustainability and scaling-up the capacity of the SDR program. Designing service delivery standards and methods to provide service and to control employees.
3. Design complaint-handling mechanisms. The method and approach of receiving and responding complaints should be based on the regulation of complaint handling and the situation of the specific organization.
4. Organize public discussion. Collect opinions from the public about the organization in providing services. Improve the service based on the opinion survey from the public.
5. Establish mechanisms for experience sharing and incentive.

The major directions to implement the SDR program include: establish executive body, develop awareness of stakeholders, capacity building with the allocation of resources, employees' participation, research and development in the area of service delivery, establishing regional incentive and awarding mechanism and improving public participation (BCB 2005: 30). In the following section the background of Kombolcha and Harbu towns in relation to their legal, institutional and reform measures is elucidated.

### **3.3. Background of Kombolcha Town**

Kombolcha, which is one of the major urban centers found in South Wollo Zone of the ANRS, is one of the few industrial towns in northern Ethiopia. The town is situated about 377 kilometers north of Addis Ababa along the main road to Mekele, and 23 kilometers southeast of Dessie. A

major part of the existing built-up area (including the oldest part of the town) lies at the base of chains of steep ridges in the east, namely Seyo Zhitraro, Meja, Hassen Ager, Irifo, etc, that stretch in the north-south direction (NUPI 2001:15).

Before the Italian invasion, the name of Kombolcha town was “Biraro” and the number of households living in the area at that time was very small. Kombolcha was founded during the Italian occupation in 1935. Administratively the town has a city administration status with the surrounding rural population, and is currently divided into 11 *Kebeles* (including six rural *Kebeles*), which are separate administrative units (ANRS council, proclamation No. 91/2003). Even though the town has expanded into five kilometers of the rural area, the rural *Kebeles* are not incorporated to the master plan of the town. According to the results of the population and housing censuses conducted by the Central Statistical Authority (CSA) in 1984 and 1994, the population of Kombolcha town was estimated at 18,583 and 39,466 respectively (excluding the surrounding rural population), and the size of the population is estimated at about 115,260 in the year 2008 including the rural population (KMS 2008).

The town municipality was established in 1942. Excluding the rural areas, the total urbanized area of the town is estimated to be around 2,118.11 hectares in 2008 (KMS, 2008). The first master plan of the town has prepared in 1972 and currently the town has a new master plan prepared by NUPI in 2001. As the growth of the town and population was increasing, there was an escalating need for various infrastructure and services to be upgraded. Consequently, the municipality provided power supply and postal service in 1962 and 1966 respectively (ibid).

The current KMS is organized under Kombolcha City Administration based on the proclamation No 91/2003 of the ANRS council. The municipal service is organized with 54 employees and a number of departments/sections. The major departments and sections of the municipal service are: general manager office, deputy general manager office, town planning and land administration department, design and construction department, housing development and administration office, town hygiene and parking development office, urban land preparation office, town service organizing and coordinating department, reception, plan and program, etc. (KMS 2008).

A general manager who is accountable to the mayor of the town leads the municipal service. The major services that have been provided by KMS include construction license issuance,

certification of tenure, transfer of ownership, collateral of properties for bank loans and related activities, land provision (for residence, commerce, social service and for other purposes), preparation of design and site plan, certification for marriage and birth, slaughter house service, solid and liquid waste management, recreation service, rental house service, information service about property ownership and other related issues, park service, provision of miscellaneous services like fire protection, street lighting, libraries, public toilets, providing and facilitating basic infrastructure services for the public etc. Generally, according to proclamation No. 91/2003, the municipal service has the power and responsibility to provide more than 38 types of public services (see Annex 1).

According to KMS (2008), the vision, mission, objective and main task of the municipal service focus on public services to achieve reasonable client satisfaction for the above mentioned types of services. According to the scope of service delivery policy FDRE (2001:6), the federal government is committed to the implementation of this policy in all civil service institutions. The policy is directly given to federal ministries, commissions, public authorities and municipal administrations as well as other agencies financed from the regular budget of the federal government. The federal government attempts to provide necessary support to assist regional states to formulate and implement their own policies on service delivery by adapting the contents of this policy to their specific conditions. Based on this, the ANRS, BCB enacted the policy and started implementation for municipal administrations. This policy began being implemented through SDR as part of the civil service reform of the country. The implementation of SDR has its own strengths and challenges in these municipalities, detailed below.

### **3.4. Background of Harbu Town**

The history of the Harbu urban settlement is strongly related with the coming of the Italian occupying force to Ethiopia in 1935. Before that time, the area was said to be covered by dense jungle and the occupying force established the camp for the highway construction workers in the area constructing a bakery called 'Quatro' near the present Harbu river bridge at which time the name of the town was coined after that bakery's name (NUPI 1996:1). The town Harbu is found in the South Wollo Zone of ANRS, in Kallu *Woreda*, 355 kilometers north of Addis Ababa and 43 kilometers southeast of Dessie at 1,600 meters elevation above mean sea level.

Administratively, the town has a lead municipality status under Kallu *Woreda* administration with the surrounding rural population. Currently, the town has one *Kebele* administrative unit (ANRS council, Proclamation No. 91/2003). Even though the town has expanded to the rural area in a two-kilometer radius, the additional area is not included to the master plan of the town. According to the result of the population and housing census conducted by the Central Statistical Authority (CSA) in 1994, the population of Harbu town was estimated at 7,419 (excluding the rural population). The size of the population is estimated at about 20,197 in 2008, including the rural population (HM 2008).

The town municipality was established in 1996. The administrative area of the municipality during this time was 319.90 hectares (NUPI 1996). The Ministry of Works and Urban Development prepared the first master plan of the town in 1995.

The current municipality of Harbu town is established under Kallu *Woreda* administration with the status of lead municipality. According to the proclamation, lead municipalities have a responsibility to manage emerging towns. As a result, Harbu municipality is responsible to manage Degan and Gerba emerging towns. The municipality is organized with 18 employees and a few departments/sections. The major department/sections of the municipality are: general manager office, housing, town planning and land administration team, design and construction team, social and economic development team and finance and administration team.

The general manager, who is accountable to the chief administrator of Kallu *Woreda*, leads the municipality. Services that can be given by HM are based on proclamation No.91/2003 of the ANRS. Even though the scope of services and the power of the municipality in decision making are limited, the types of services provided by the municipality are similar to that of KMS with the exception of coordinating emerging towns under HM. Based on the service delivery policy of the country, BCB for the ANRS formulated the policy and started implementation for municipal administrations. This policy has begun being implemented through SDR as part of the civil service reform of the country. HM is one of the local administrations that started implementation the SDR. The implementation of SDR has its own strengths and challenges, explored below with comparison to KMS.

## **Chapter Four: Presentation and Analysis of Findings**

The previous chapters presented the research methodology, theory of service delivery and service delivery reform, and situational analysis of the study area. This chapter has two major parts. The first deals with presents the respondents' characteristics. The second part reveals opinion survey results of the research in the form of tables, graphs and analysis of findings based on study response factors.

### **4.1. Characteristics of the Respondents**

Understanding the characteristic features of respondents is central to fully assessing the delivery of services based on SDR in these municipalities. The educational background, religion, sex and responsibility of respondents deliver a holistic picture of the situation on the ground. Their responses can be evaluated based on their level of understanding and composition. Specifically, educational background of the staff respondents is used to analyze availability of trained manpower in these municipalities. Respondents of this research were stratified into two major categories: employees and clients of the municipalities. Accordingly, the sex, educational background and religion of service providers (employees) of each municipality is identified and presented followed by the same for customers of the two municipalities.

#### **4.1.1. Staff Members**

The research sampling frame was all employees of both municipalities. The staff members who responded to the questionnaire in both municipalities were selected randomly from the municipalities' respective payrolls as all employees have close contact with the implementation of SDR in delivering services for clients. Based on this, a total of 40 questionnaires were distributed to staff members of the two municipalities, 20 each. The rate of return for the questionnaire was 88 percent. Table 4.1 shows the information gathered as background of the staff respondents.

**Table 4.1: The Sex, Religion and Educational Level of Staff Respondents**

Name of Municipality	Sex			Religion			Educational Level			
	M	F	T	Mus.	Chris.	Others	0-8	9-12	Dip	1 <sup>st</sup> degree and above
KMS	10	10	20	8	12	-	1	7	9	3
HM	9	6	15	7	8	-	1	8	6	-
Total	19	16	35	15	20	-	2	15	15	3

*Source:* own survey

- MUS – Muslim      - Chris – Christian

The sex composition in Table 4.1 shows that, 50 percent of KMS and 60 percent of HM of the staff respondents were males and the remaining 50 percent and 40 percent respectively were females. This implies that both sexes participated in responding to the questionnaire about the implementation and challenges of SDR. The other element presented in Table 4.1 is the religion of the employees. The choice to include informants' religious backgrounds was utilized to decipher if their religion made any difference in giving public services based on SDR. As one can see from the Table, 60 percent in KMS and 53 percent in HM were followers of Christianity. Hence, there is relative uniformity in the evenly split composition between the two religions. According to the data in Table 4.1, 51 percent of the respondents have at least diploma educational status.

#### **4.1.2. Background of Client Respondents**

Public organizations such as municipalities are responsible to provide public services in a fair and transparent way. One of the underlying causes of service delivery reform in the country in general and in the two municipalities in particular is to achieve the satisfaction of clients. Based on this objective, the research has targeted to identify whether the service delivery reform undertaken in the two municipalities has satisfied the needs of clients /customers or not and thus level of education is taken to be an independent variable used to gauge if its variance bears on service delivery.

**Table 4.2: The Sex, Religion and Educational Level of Clients for KMS**

No	Respondents	Sex			Religion			Educational Level			
		M	F	T	Mus.	Chris.	Others	0-8	9-12	Dip.	1 <sup>st</sup> degree and above
1	Investors	8	2	10	5	5	-	1	5	3	1
2	Employees of other organizations	25	1	26	13	13	-	1	8	9	8
3	Youth	13	2	15	1	14	-	1	6	7	1
4	Unemployed persons	6	3	9	4	5	-	2	3	1	3
5	Farmers	8	2	10	10	0	-	9	1	0	0
	Total	60	10	70	33	37	-	14	23	20	13

*Source:* own survey - MUS – Muslim Chris – Christian

The research placed heightened emphasis on clients' opinions to analyze the challenges encountered in implementing the service delivery reform, as they are the targets of the municipalities' works. To this effect, 80 clients for each municipality were selected to participate in responding to the questionnaire, which makes the total target number of clients 160 for both municipalities. The overall rate of return for the questionnaire was 92 percent, 88 percent for KMS and 96 percent for HM. These respondents were stratified into five categories: investors, employees of other organizations, youth, farmers and un-employed persons. Various groups of clients are assumed to seek different services in their respective capacities. Thus the categorization aids in analysis of the actual situation in implementing the SDR by providing specificity.

**Table 4.3: Sex, Religion and Education Level of Clients for HM**

No	Respondents	Sex			Religion			Educational Level			
		M	F	T	Mus.	Chris.	Others	0-8	9-12	Dip.	1 <sup>st</sup> degree & above
1	Investors	7	0	7	6	1	-	3	4	-	-
2	Employees of other organizations	19	11	30	20	10	-	4	15	7	4
3	Youth	10	5	15	9	6	-	4	9	2	-
4	Unemployed persons	14	1	15	12	2	1	1	12	-	2
5	Farmers	10	0	10	9	1	-	4	5	1	-
	Total	60	17	77	56	20	1	16	45	10	6

*Source:* Own survey - MUS – Muslim, Chris – Christian

As can be seen in Table 4.2 and 4.3, among the client respondents 88 percent of KMS and 78 percent of HM were males while the remaining 14 percent and 22 percent respectively were females. The responses from HM demonstrate there were no female respondents in the category of investors and farmers. Generally, the participation of females in responding this questionnaire was relatively low. Regarding religion of clients, 73 percent of HM and 47 percent of KMS were Muslims and the remaining 27 and 53 percent respectively were Christian. With respect to educational status, 47 percent and 21 percent of client respondents from KMS and HM respectively have diploma or above. Thus, most of the client respondents hold relatively low levels of educational qualifications. These background findings will be brought to bear on the status of clients' satisfaction in relation to the implementation of SDR in these municipalities.

### **4.1.3. Background of Interviewees**

Primary data is the predominant information used in this research. This primary data was collected through closed-ended questionnaire collected from clients and employees of the two municipalities. In addition to the employees' and clients' questionnaire responses, the researcher has conducted interviews with four civil service reform experts and four clients of the two municipalities. Clients were selected randomly; however, civil service reform experts were selected purposely according to their strong relationship to SDR. All the experts interviewed in each municipality were males since no female expert participating in SDR in both municipalities existed. The four experts were drawn from the capacity building office of Kallu Woreda, HM and the other two were from KMS. Two of the clients interviewed were female respondents and the remaining were males. These client interviewees were equally divided into two for each municipality. Generally, there were 8 interviewees in this study. The data gathered through interviews was helpful to fill the gap when the structured questionnaire was insufficient to obtain specific important information in relation to the implementation and challenges of SDR in the two municipalities. Hence, the analysis is not done independently for the data gathered through interview.

To summarize, among 200 targeted sample respondents of the closed-ended questionnaire, 182 respondents (91 percent) responded to the study. In addition to the participation of different stratified clients and employees, the rate of return for the questionnaire was satisfactory. To complement the data gathered through the questionnaire, the researcher has interviewed four civil service reform experts and four clients. The findings from those respondents will be discussed in the data below in relation to the implementation and challenges of SDR in KMS and HM.

## **4.2. Opinion Survey Results and Analysis of Findings**

This section discusses and analyzes the opinion survey results presented in each section. The analysis is based on the response factors in relation to implementation and challenges of service delivery reform in these municipalities. It is classified into four important sub-topics, which can again be sub-divided into their subsequent sub-sections.

The first sub-topic is the introduction of the section. It explains the theoretical concept about how to evaluate the performance of reforms. The second analyzes the enabling environment of SDR in these municipalities. The third sub-topic deals with the achievements of SDR by measuring the satisfaction of clients in relation with the yardsticks of SDR and service delivery policy of the country. The final section analyzes the challenges encountered in the ongoing SDR in KMS and HM. To diagnose and articulate the challenges, it is classified into challenges related to institutional capacity of the municipalities, challenges related with the attitude and ethical behavior of officials and employees of the municipalities and challenges related with external factors.

Analysis and evaluation in the research process faces the danger of misinterpretation by lack of agreed criteria for judging policy consequences. This reflects wider problems in the evaluation of organizational performance. There are many dimensions of success or failure, and many stakeholder groups who place different weights on these dimensions. For example, service users may give attention to service quality and quantity; staff in public organizations may be more concerned with how a service is provided (including their own working conditions) than with what is provided; and taxpayers are likely to place as much emphasis on cost effectiveness (Boyne et al 2003: 14). A variety of methods can be employed, first to assess reforms against the goals of policymakers, second evaluators to use their own criteria to judge the success or failure of public management reforms and third to develop evaluative criteria by relevant stakeholders.

The public service delivery in municipalities has a number of stakeholders. Measuring and evaluating the performance of municipalities according to service delivery reform is not an easy task due to its subjective nature. The major criterion to evaluate the achievements and challenges of service delivery reform in KMS and HM are the service delivery policy directions of FDRE. Theoretical concepts like public sector governance, new public management, civil service reform

and alternative service delivery mechanisms raised in the literature discussion are used to evaluate and analyze the data presented in each section of this chapter. In the analysis, personal observations of the researcher and concepts related with the implementation and challenges of SDR in these municipalities are incorporated.

The respondents have rated each of the response factors on a five-point Likert scale, with 'A' being "strongly agree", 'B' as "agree", 'C' being "undecided", 'D' being "disagree" and 'E' representing "strongly disagree". This simplified strategy of scaling is utilized to assess the extent to which SDR objectives are achieved. The data discussion focuses on the highest frequencies indicated in the responses. This does not mean that smaller rates do not have any significance to assess the achievements and challenges, but concentration on the relatively frequent ratings is thought to capture prevailing sentiments. Moreover, the discussion categorizes "strongly agree" and "agree" together, and "strongly disagree" and "disagree" as one, to quantify generally negative/positive perceptions. Based on this, respondents have been categorized into staff respondents and client respondents.

#### **4.2.1. Survey Results and Analysis of Enabling Environment for Service Delivery Reform**

SDR includes preparation activities to create receptive conditions for the implementation of the reform. Some of the preconditions are allocation of budget, assigning trained manpower and offices, awareness creation, performing BPR and strategic planning and management, organizing one stop shop service delivery mechanisms and establishing information access for clients.

According to Table 4.4 a, 50 percent of KMS and 80 percent of HM have rated the absence of enough budget and suitable offices in the municipalities. Trained manpower was rated high with 75 percent for KMS and low with 27 percent for HM. Awareness creation received low attention with 25 percent for KMS and 40 percent for HM.

**Table 4.4 a: Staff Respondents Rating on Preparation for the Implementation of SDR**

No	Necessary conditions for the Implementation of SDR	% of respondents of each municipality									
		KMS					HM				
		SA	A	U	DA	SDA	SA	A	U	DA	SDA
1	Enough budget has been allocated for the reform implementation	20	20	10	30	20	0	13	7	53	27
2	Trained manpower has assigned	45	30	5	15	5	7	20	0	60	13
3	Staff and clients have awareness on SDR	10	15	25	30	20	0	40	27	33	0
4	Business process reengineering has been performed	10	20	20	45	5	0	27	13	60	0
5	One stop shop service delivery system has implemented	10	20	5	25	40	10	10	20	40	20
6	Clients can get timely information from the municipality	20	60	0	20	0	27	40	13	10	10

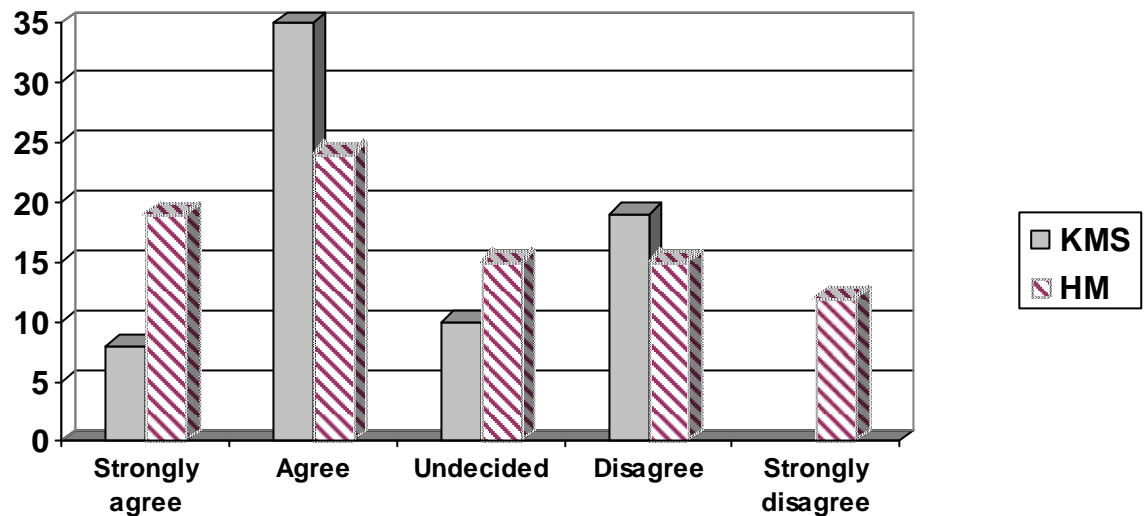
*Source:* Own survey

SA=strongly agree A=agree U=undecided DA=disagree SDA=strongly disagree

BPR and strategic planning and management were rated low in both municipalities. One stop shop service delivery system was not undertaken in the two municipalities. Getting accurate and timely information has been rated 80 percent for KMS and 67 percent for HM. It indicates the availability of written information about service flow and what is expected from clients around the municipalities' office.

The first part of the questionnaire gave emphasis for awareness creation about SDR and information access for clients and stakeholders. The clients have rated the institutional achievements on awareness creation about SDR positively with 41 percent (22 clients) for KMS and 31 percent (24 clients) for HM.

**Figure 4.1: Customers' Information Access with the Service Delivery**



*Source: Own Computation*

Clients have information access because service flow indicators and what is expected from clients is written on the board in the municipality and from the information desk.

Customers need information to get proper services from municipalities. The information access depends on the transparency of the organization in delivering services. As can be seen from the bar chart (Figure 4.1), among the total respondents, 7 (10 percent) strongly agreed and 35 (50 percent) agreed about the availability of information access in KMS. Similarly, among the total respondents of HM, 17 (22 percent) strongly agreed and 24 (31 percent) agreed that information access in the municipality was sufficient for clients.

The practices of civil service reform of developed countries have been transferred to many developing countries, including Ethiopia. Motives and expectation for civil service reform vary from country to country over the years. The motivations were based on making the role of government smaller at all levels and encouraging private sector participation.

KMS and HM have begun undertaking the CSR to resolve the problems encountered by the civil services of the municipalities. In so doing, these executive bodies of the local government have been assigned to carry out the CSR program with their own specific objectives based on the services they provide to clients/customers. Though the five branches of CSR have been

introduced in these municipalities, the municipalities have given priority mainly to service delivery where large services are provided to change the previously held bad image of the municipalities. Moreover, giving priority to service delivery enables concentration on efficiency achievement, promoting positive attitudes amongst employees towards serving the public, establishing complaint handling mechanisms, providing adequate information to clients, creating consultation with service users, setting service standards and establishing transparency through a one stop shop and other mechanisms.

To undertake SDR enabling conditions must be fulfilled. According to the opinion survey results, KMS and HM have designed their strategic plan. Based on the objectives, directions and strategies, the municipalities have given priority to implement SDR in their respective areas in order to improve the quality and efficiency of service delivery performance. Accordingly, KMS planned to implement the service delivery reform within the department of town planning and land administration. However, the implementation of the reform was not entirely smooth due to lack of clear directions and other related problems. One of the major problems is that both KMS and HM have not implemented BPR. That means the reorganization of jobs and the staff was not performed. It implies that one of the basic preconditions for SDR is not fulfilled. According to Belete (2006:6), even though a lot of reform has occurred within the bureaucracy (decentralization, downsizing, etc. to reduce the costs of bureaucracy) these traditional ways of doing business cannot respond the need of flexibility, responsiveness process and customer focus within the new world. However, business process reengineering could enable organization the system to be responsive, flexible and customer focused. But, the SDR of KMS and HM is not supported by BPR. As a result, their reforms to improve public service delivery do not have the concept of fundamental rethinking and do not show any radical redesign of business processes to achieve dramatic improvement in performances such as cost, quality, service level and speed.

To implement SDR, both strategies designed by the government and the service delivery policy directions of the country emphasized the utilization of “*one stop shop*” service delivery mechanism. As can be seen from the experience of other organizations like banks, the working environment created for such a system has meaningful advantages. It helps the customers not to be forced to access all doors of officials, but rather services are delivered in one place within a short period of time, making all employees accountable, practicing genuine transparency, saving

money, particularly for clients/customers, reducing corruption, making supervisors able to identify responsible workers from non-responsible and the like. However, as the majority of employees, officials and client respondents agreed, KMS and HM have not begun one stop shop service delivery as of April 2008. But many services under the department of town planning and land administration, design and construction and some other sections need sequential service flow under one stop shop service delivery mechanisms. From this one can understand that clients of both municipalities have failed to capture the advantages of one stop shop mechanisms.

Allocations of sufficient budgets and assignment of trained manpower have a significant role for the implementation of SDR. As most of client and staff respondents agreed, these preconditions or enabling environments have been relatively fulfilled in KMS. It implies that budget and trained manpower cannot be reasons for the failure of SDR implementation. The civil service reform expert has been provided working facilities.

On the contrary, HM does not fulfill these preconditions. There is no civil service reform expert. Instead, the capacity building office of Kallu Woreda supports the municipality by quarterly supervision. Moreover, adequate budget and offices to coordinate the implementation of SDR are not fulfilled for the municipality.

Information access depends on the transparency of the organization in delivering services. Two of the 11 directions of the public service delivery policy of the country are defining eligibility and providing adequate information for clients. Providing adequate information includes: providing complete, real and timely information about the services that can be provided by the organization, selecting information distribution mechanisms such as radio, television, pamphlets etc. and creating awareness about the service provided by the organization. Defining eligibility includes types of services, what is expected /to be fulfilled from clients to get the desired service. For example fee and obligations of clients/customers should be clear for service receivers (BCB of ANRS 2005: 46-47).

Accordingly, the questionnaire was designed to assess the implementation of the service delivery sub-program, particularly implementation of quick administrative actions (quick win) and other information access such as organizing the information desk in these municipalities. Quality service delivery requires appropriate channels for information dissemination and communication. The study sought to determine the knowledge level of staff and clients about the means by which

the respective municipalities communicated and disseminated information to clients and the effectiveness of the various channels of communications. As depicted in data presentation sections, clients have information access because service flow indicators and what is expected from clients have been written on the board in the municipalities. Most client and staff respondents agreed that information access has been achieved for clients due to the implementation of service delivery reform.

Some means of communications utilized were wall charts, displays, and notice boards. Moreover, KMS has organized a reception room to facilitate information access and to handle problems of clients in relation with services provided by the municipality. Even though the above information access has been established, nearly one-fourth of the client and staff respondents are not aware whether or not a particular communication was used or they didn't consider it as common and best means of communication. Moreover, transparency problems exist in the area of land provision and other basic municipal services. Hence, clients seek information pertaining to when and how the land can be provided, the reason for the delay of services and the like.

The reform measures generally comprise a large number of activities whose implementation involves many parties - individuals, groups, institutions, ministries and divisions. They also call for new initiatives, collaboration and high-level coordination as well as tremendous amounts of work (Paulos, 2001).

In Ethiopia, the participation of different stakeholders such as civil servants, general public, private sector and other groups in SDR is very limited. As a result, the awareness of officials, employees and clients about SDR is insufficient. Most of the staff and client respondents indicated that the right and obligation of service providers and service receivers is not understood. In every research question in this study at least one-fourth of the respondents responded as undecided. It implies that the performance of awareness creation through training, media and practices about SDR has not been undertaken sufficiently.

To summarize, though the implementation status differs, both developed and developing countries of the world are undertaking civil service reforms. SDR is one of the sub-programs countries have given emphasis in the quest to improve public service delivery. Fulfilling various complex preconditions for SDR helps create success of the reform. In most developing countries like Ethiopia reform measures usually failed due to lack of fulfilling necessary conditions such as

the absence of well developed bureaucratic structure, lack of proper participation by key stakeholders, attitudinal problems and lack of transparency. In the study area, KMS and HM started implementation of SDR in the absence of necessary conditions. Further, the reform started with the absence of well-trained manpower (especially in HM) and BPR is not undertaken. Awareness creation and one stop shop service delivery mechanisms are not adequately implemented. Even though the municipalities have attempted to establish information access for their clients, the other basic necessary conditions are not fulfilled.

#### **4.2.2. Opinion Survey Results and Analysis on Achievements of Service Delivery Reform**

According to table 4.4 b, service standard and its implementation was rated as average in KMS and low in HM. Land administration, design and construction departments and general manager were deemed low quality and delayed service providers with 70 percent for KMS and 60 percent for HM.

**Table 4.4 b: Staff Respondents Rating on Achievements Reflected in the Institutions**

No	Achievements reflected upon the institutions	% of respondents of each municipality									
		KMS					HM				
		SA	A	U	DA	SDA	SA	A	U	DA	SDA
1	Service standard has prepared and properly implemented	20	30	5	45	0	0	47	13	40	0
2	Services have been provided according to the allotted time	15	25	15	15	30	0	67	6	20	7
3	SDR decentralized important services to departments and Kebeles	45	45	5	5	0	13	40	13	27	7
4	SDR outsourced important services	15	30	20	35	0	0	33	13	54	0
5	The organization structure helps to provide quality and fast service	20	10	25	40	5	0	53	13	34	0
6	SDR increased revenue and reduced cost	5	20	25	45	5	0	27	7	60	6
7	The fee paid for the municipality is reasonable	35	15	10	10	30	7	60	7	20	6
8	SDR increased clients satisfaction	30	30	10	30	0	0	13	7	67	13
9	Complaint handling mechanism is organized and serve properly	15	60	10	15	0	13	47	20	20	0
10	Clients opinion can get decision	5	15	20	50	10	7	46	13	34	0
11	Client satisfaction survey has been undertaken	5	15	20	40	20	7	33	13	40	7
12	Result oriented work evaluation is practically observed	30	30	5	30	5	37	50	0	13	0

*Source:* Own survey

SA=strongly agree A=agree U=undecided DA=disagree SDA=strongly disagree

Decentralization of important services to departments, sections and Kebele was positively responded with 90 percent for KMS and 53 percent for HM. This reveals that KMS delegated departments with decision-making power in providing some important services. According to staff respondents, outsourcing of services that can be given by the private sector has not been implemented properly in both municipalities. Most respondents cited slaughterhouse and hygiene services as possessing potential to be decentralized or outsourced to the private sector with 90 percent response for both municipalities. The current organization structure of the two municipalities to provide quality and fast service was rated low with 30 percent for KMS and 53 percent for HM. Regarding increased revenue and reduced cost, SDR has an insignificant role as rated by respondents with 25 percent and 27 for KMS and HM respectively. The other services like the fee paid for the services provided, clients' satisfaction and the practice of complaint

handling mechanism were rated as 50, 60 and 75 percent for KMS and 66, 13 and 60 percent for HM respectively. Regarding giving value for clients' opinions by taking decision and undertaking clients' satisfaction survey, respondents rated as low with 20 and 20 percent for KMS and 53 and 40 percent for HM respectively. The existence of result-oriented work evaluation in the two organizations is strong with 60 and 87 percent for KMS and HM respectively.

As can be seen from Table 4.4 C, from the total number of 20 for KMS and 15 for HM staff respondents, 55 percent and 87 percent for KMS and HM respectively positively responded to the increase of employees' responsibility and accountability. Other factors like declined absenteeism, riding of wasting of resources and declined malpractices, were agreed with by 45 and 45 percent for KMS and 73 and 93 percent for HM respectively. Concerning employees' public servant attitude/feeling, staff responded by rating 35 percent for KMS and 53 percent for HM. The remaining four, namely, officials' confidence in decision-making, attention to customers needs, good relationship with employees and effectiveness and efficiency of officials were indicated as agreed with 30, 80, 55 and 50 percent for KMS and 53, 47, 60 and 27 for HM as their respective settings.

**Table 4.4c: Staff Respondents Rating on Achievements Reflected upon Officials and Employees**

No	Achievement reflected up on officials and employees	% of respondents of each municipality									
		KMS					HM				
		SA	A	U	DA	SDA	SA	A	U	DA	SDA
1	Workers increasingly become responsible and accountable	25	30	15	20	10	5	82	13	0	0
2	Absenteeism, indiscipline and wasting of resources of workers progressively declined	15	30	5	35	15	5	68	7	15	5
3	Malpractices such as nepotism, bribe, fraud and other improper practices declined basically	15	30	25	25	5	0	93	7	0	0
4	Employees feeling as public servant increased and clients are witness for that	20	15	15	40	10	0	53	33	14	0
5	The SDR enabled officials to give decisions in confidence than before	15	15	20	30	20	0	53	13	34	0
6	Leaders have given attention towards customer focused services than before the SDR	20	60	10	5	5	5	42	7	35	11
7	Leaders began creating good relationship with workers	20	35	20	5	20	10	50	20	15	5
8	Officials are becoming effective and efficient	15	35	20	30	0	0	27	13	40	20

*Source:* Own computation

SA=strongly agree A=agree U=undecided DA=disagree SDA=strongly disagree

**Table 4.5 a: Client Respondents Rating on Achievements of SDR Reflected upon the Institution of KMS**

No	<i>Achievement reflected upon the institutions</i>	Respondents of the Municipality									
		SA		A		U		DA		SDA	
		count	%	Count	%	count	%	count	%	count	%
1	Service standard has prepared and implemented	6	9	22	31	15	21	21	30	6	9
2	Services have been provided according to the allotted time	7	10	24	34	7	10	23	33	9	13
3	SDR decentralized important services to departments and Kebeles	7	10	32	46	15	21	12	17	4	6
4	SDR out-sourced important services	7	10	18	26	19	27	20	29	6	8
5	The organization structure helps to provide quality and fast service	4	6	26	37	14	20	18	26	8	11
6	SDR increased revenue and reduced cost	5	7	21	30	26	37	15	21	3	5
7	The fee paid is reasonable	14	20	24	34	17	24	15	22	0	0
8	Clients opinion can get decision	7	10	10	14	19	27	25	36	9	13
9	Client satisfaction survey has been undertaken	5	7	17	24	13	19	27	39	8	11
10	Result-oriented evaluation is practically observed	6	9	27	38	18	26	14	20	5	7

Source: Own survey

SA=strongly agree A=agree U=undecided DA=disagree SDA=strongly disagree

According to Table 4.5 a. and 4.5 b, service standard and its implementation were rated as agreed by 40 percent and 16 percent for KMS and HM respectively. Decentralization and outsourcing of important services to concerned stakeholders have been rated as agreed by 46 and 36 percent for KMS and 43 and 39 percent for HM respectively. As can be seen from the table, quality service of the organization structure, the impact of SDR to reduce cost and to increase revenue of the municipality and the reasonableness of the fee paid for the services provided by the municipality were rated as disagreed by the majority of the client respondents.

Similarly, respondents have negatively rated the achievements reflected on the institutions concerning clients' opinion, clients' satisfaction survey and result-oriented work evaluation of the two municipalities. As a result, clients' opinion collected by different methods can see that decisions and solutions from concerned bodies was positively responded with 24 percent for KMS and 8 percent for HM. Most of respondents (above 50 percent) responded that there was no client satisfaction survey in both municipalities. The format to evaluate employees and officials based on their performances have been developed and implemented. However, from the view of service receivers, officials and employees are not evaluated according to their produced results in delivering public services.

**Table 4.5 b: Client Respondents Rating on Achievements of SDR Reflected upon the Institution of HM**

No	Achievement reflected upon the institutions	Respondents of the Municipality									
		SA		A		U		DA		SDA	
		count	%	Count	%	Count	%	count	%	count	%
1	Service standard has prepared and implemented	3	4	9	12	15	19	42	55	8	10
2	Services have been provided according to the allotted time	7	9	18	23	13	17	24	31	15	20
3	SDR decentralized important services to departments and Kebeles	6	8	27	35	7	9	28	36	9	12
4	SDR out-sourced important services	10	13	20	26	10	13	23	30	14	18
5	The organization structure helps to provide quality and fast service	4	5	15	20	9	11	32	42	17	22
6	SDR increased revenue and reduced cost	9	12	14	18	27	35	22	29	5	6
7	The fee paid is reasonable	4	5	28	37	19	24	21	27	5	7
8	Clients opinion can get decision	0	0	6	8	21	27	31	40	19	25
9	Client satisfaction survey has been undertaken	3	4	9	12	14	18	25	32	26	34
10	Result-oriented evaluation is practically observed	6	8	15	19	29	38	21	27	6	8

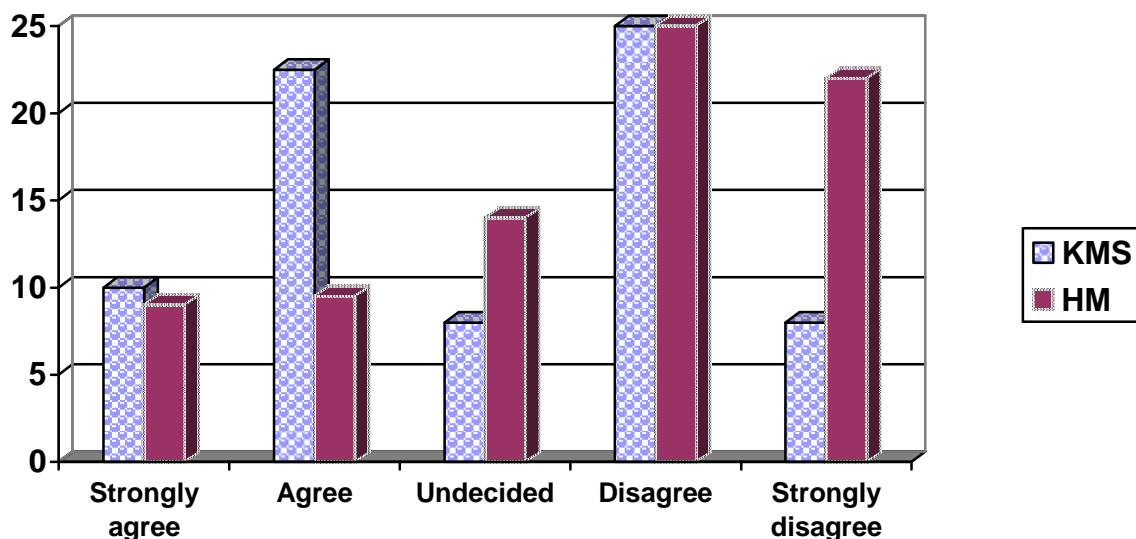
Source: Own survey

SA=strongly agree A=agree U=undecided DA=disagree SDA=strongly disagree

Customer satisfaction depends on the extent to which customers' expectations about the service are fulfilled. Customer expectations are not static but continuously change. The following bar chart (Figure 4.2) shows the degree to which customers are satisfied with the services provided

by these municipalities. The details of the satisfaction of the service that the respondents got from these municipalities are presented for each municipality as follows.

**Figure 4.2: Customers’ Satisfaction with Service Delivery of These Municipalities**



*Source: Own Computation*

Customers are satisfied in the delivery of land, infrastructure, different licenses and other municipal services.

### **Kombolcha Municipal Service**

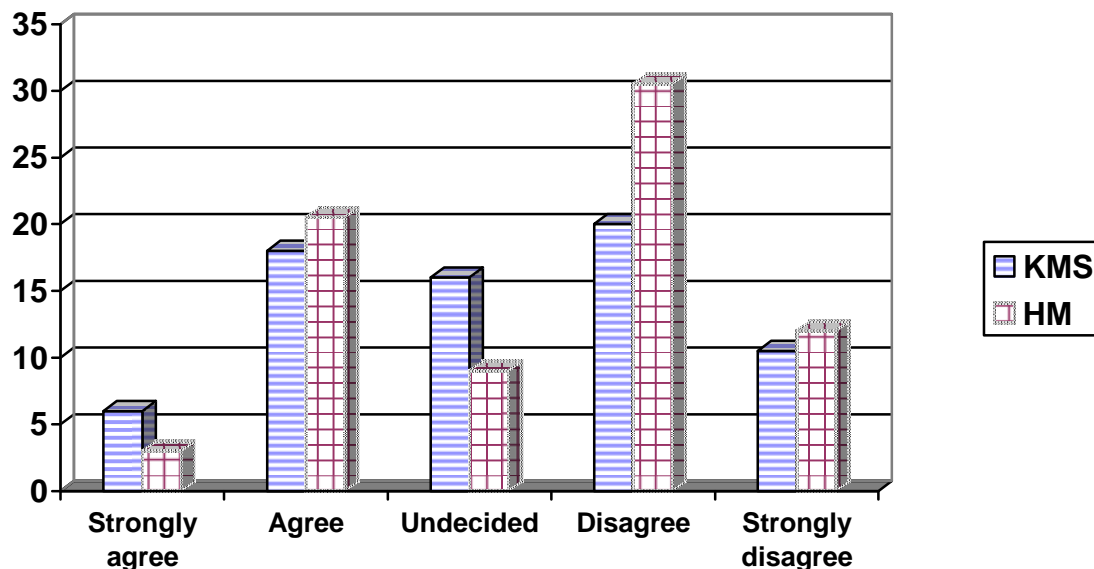
Regarding service delivery, out of the total client respondents, 10 (14 percent) and 23 (33 percent) respondents strongly agreed and agreed respectively while 6 (9 percent) and 25 (36 percent) respondents negatively responded very high and high respectively.

### **Harbu Municipality**

Regarding service delivery, out of the total client respondents, 7 (9 percent) and 9 (12 percent) respondents responded with strongly agree and agree respectively. Conversely, 22 (29 percent) and 25 (32 percent) respondents responded with strongly disagree and disagree. It implies that more than 60 percent of client respondents were dissatisfied by the services delivered.

**Figure 4.3: Complaint Handling with Service Delivery of These Municipalities**

**Bar chart**



*Source: Own Computation*

Complaints handling mechanisms has been organized and serve properly for clients.

As shown in the above bar chart (figure 4.3), most of the respondents, 44 (57 percent) of HM and 31 (44 percent) of KMS strongly disagreed or disagreed with the availability and proper service of complaint handling mechanisms. A smaller share, 24 (31 percent) of HM and 23 (32 percent) of KMS respondents, responded with strongly agree or agree about the availability of complaint handling mechanisms and its proper service.

Human resources are vital to achieve organizational objectives as effective and efficient use of all other resources depends on the proper coordination and management of human resources. Employees and officials of these municipalities play an invaluable role for the implementation of SDR. In a similar manner, respondents have rated the achievements reflected on employees and officials as follows (Table 4.5 c and 4.5 d). Workers' responsibility and accountability was indicated as low with 44 percent for KMS and 30 percent for HM. Decline of absenteeism, lack of discipline and wasting resources of employees were rated as average with 54 percent for KMS and 56 percent for HM. Regarding reduction of malpractices such as nepotism, bribe, fraud and

other improper practices, respondents rated them as very low with 34 percent for KMS and 26 percent for HM. Similarly, employees lack proper assumption of the role of public servant.

**Table 4.5 c: Client Respondents of KMS Rating on Achievements Reflected upon Officials and Employees**

No	Achievement reflected upon officials & employees	Respondents of the Municipality									
		SA		A		U		DA		SDA	
		Count	%	count	%	count	%	count	%	count	%
1	Workers increasingly become responsible and accountable	4	6	27	38	12	17	20	29	7	10
2	Absenteeism, indiscipline and wasting of resources of workers declined	10	14	28	40	11	16	14	20	7	10
3	Malpractices such as nepotism, bribe, fraud and other improper practices declined basically	6	9	18	25	13	19	19	27	14	20
4	Employees feeling as public servant increased & clients are witness for that	6	9	15	21	15	21	25	36	9	13
5	The SDR enabled officials to give decisions on confidence than before	6	9	26	37	13	19	18	26	7	9
6	Leaders have given attention towards customer-focused services than before the SDR	7	10	29	41	11	16	17	24	6	9
7	Leaders began creating good relationship with workers	14	20	20	29	19	27	11	16	6	8
8	Officials are becoming effective and efficient	10	14	18	26	13	19	23	33	6	8

*Source:* Own survey

**Table 4.5 d: Client Respondents of HM Rating on Achievements Reflected upon  
Officials and Employees**

No	Achievement reflected upon officials and employees	Respondents of the Municipality									
		SA		A		U		DA		SDA	
		Count	%	Count	%	Count	%	Count	%	Count	%
1	Workers increasingly become responsible and accountable	4	5	19	25	14	18	26	34	14	18
2	Absenteeism, indiscipline and wasting of resources of workers declined	7	9	36	47	9	12	20	26	5	6
3	Malpractices such as nepotism, bribe, fraud and other improper practices declined basically	5	6	15	20	16	21	25	32	16	21
4	Employees feeling as public servant increased & clients are witness for that	7	9	14	14	16	21	26	34	17	22
5	The SDR enabled officials to give decisions on confidence than before	4	5	23	30	20	26	23	30	7	9
6	Leaders have given attention towards customer-focused services than before the SDR	3	4	27	35	16	21	24	31	7	9
7	Leaders began creating good relationship with workers	5	6	28	37	24	31	14	18	6	8
8	Officials are becoming effective and efficient	4	5	11	14	24	31	33	43	5	7

*Source:* Own survey

Regarding officials/leaders confidence in decision-making, attention towards customer-focused services, creating good relationships with workers and their efficiency and effectiveness, respondents rated them as low with 46, 51, 49 and 40 percent for KMS respectively and 35, 39,

43 and 19 percent for HM respectively. This implies that officials are not in a proper position to transform themselves as well as the organization according to the objectives of SDR.

As indicated in the CSRP office, MCB (2007:1), the objective of SDR in Ethiopia is to improve performance and service delivery to the public. It is expected that the reform will have made civil service institutions follow an appropriate and improved system of service delivery so as to give service to the public in an effective, efficient, transparent and impartial manner. Moreover, the employees of the civil service institutions have the responsibility and obligation to provide quality service to the public fairly, equitably, honestly, efficiently and effectively. To achieve this objective the government enacted service delivery policy and implemented starting from ministries down to the local municipal administrations. In realizing this, the municipal service of KMS and HM has invested their resources to achieve the objective of the reform program. The opinion and view of staff and client respondents as well as observation of the researcher is incorporated in the analysis.

Theory presents potential efficiency gains as a major reason why governments should decentralize. An important rationale for establishing a decentralized government is to improve economic efficiency. The argument is that local governments not only are more likely than higher-level government officials to provide the right services, but also are more likely to provide these services in the right way. But not all local governments provide services efficiently. The city of Bamako in Mali was known to have particularly inefficient public sanitation systems (Shah 2005:75). According to Shah (2005:76) Local governments' efficiency can be measured or evaluated in terms of cost-efficiency, competitiveness and in terms of the process used in service production. In addition to the above evaluative criterion, the efficiency of the two municipalities can be measured based on FDRE public service delivery policy directions.

Accordingly, local government institutions (municipalities in this case) are expected to decentralize their services to departments and Kebele level, to outsource important services through different mechanisms, to develop service standards and to provide services at low cost for their clients. Regarding service standards, KMS prepared the standard. The standard is designed in written form with the title of 'Citizens' Manual'. The citizens' manual contains the detailed standards of 24 major municipal services. The details of standards include: type of service/services, grade of service process, work process, responsible body, the allotted time for

that service and eligibility criteria for the service receivers. This manual is prepared in hard copy and distributed to concerned departments including the reception. The objective of the citizens' manual is to improve efficiency of service provision according to SDR.

The municipality performed an encouraging task in preparing the service standard. However, the implementation status of the service delivery standard in the departments and sections as well as in the general manager's office is insignificant. According to the staff and client respondents of this research, most employees and officials of the municipality are not committed to understand and implement the citizens' manual. Most of the services are provided out of the allotted time in the service standard. The reason is that officials and employees of the municipality prepared the citizens' manual for the sake of showing good reports for their officials above the municipal service. There is no accountability for the failure of implementing the citizens' manual. On the other hand, HM does not have any service standard. The municipality has provided services in the interest of its employees, not based on an established yardstick. Therefore, the municipality is not in a position to satisfy clients according to the SDR.

Decentralization does not only allow local governments to attend effectively to the tastes and needs of local residents but enhances inter-jurisdictional competition and innovations in the provision of public services and ensures consistency of level and mix of public services with voters' preference (World Bank, 1991 cited in Loop 2002: 70). Municipal services and municipalities in ANRS are expected to decentralize basic municipal services to departments and Kebeles to serve residents nearest to them.

Accordingly, the Works and Urban Development Bureau of the ANRS has prepared a manual for city administrations including Kombolcha in 2000 E.C. The manual identified the type of services to be decentralized to the Kebele level. Based on that, KMS has distributed the manual to all Kebeles for practical use. The major services provided by Kebeles include preparation and delivery of land for some stakeholders, transfer of tenure, construction licensing, controlling illegal settlement, waste management, management of rental houses, development of parks and the like. The decentralizing of services requires sufficient financial budget, trained manpower for all services, suitable offices and awareness of service receivers and providers in the Kebele. However, the municipal service does not fulfill these necessary conditions for Kebele administration. As a result, clients faced increased costs to travel to places (Kebele and office of

the municipal service) to get services. Due to the absence of awareness, most clients are confused about where services can be delivered. Therefore, the decentralization manual was distributed to Kebeles in the absence of an implementation key and instruments.

Decentralization has been achieved for departments of KMS. Recently, departments like urban planning and land administration as well as design and construction have gained decentralized decision-making power from the general manager's office of the municipal service. As a result, clients and staff respondents appreciated this practice's strengthening. On the contrary, decentralization of services has not been undertaken in HM.

The main aim of applying NPM in the public sector is to remove the private-public distinction by basing government duties on market-based competitive mechanisms just as the private sector does. Among public sector reforms, decentralization and privatization are included (Hood 1995 and Pallot 1998). Although the privatization had its problems (with the city not structuring the agreement to include an incentive for the private firm to serve poor people), it still reflected an attempt to improve government efficiency (Shah 2005:77).

However, most of respondents indicated that KMS and HM do not perform privatization or outsourcing of services that can be delivered by the private sector. The municipalities monopolized production and distribution of many municipal services. According to the view of respondents and experience of other countries, services like slaughterhouse, park development, solid and liquid waste management, development of rental houses etc. can be delivered to clients through the private sector.

The fee paid for the municipality is not as such exaggerated. However, the impact of SDR to reduce cost and to increase revenue of the municipality is insignificant. The interest of officials as well as employees of these municipalities to reduce cost by implementing the SDR is limited.

The indicators of effectiveness in SDR implementation are number of clients served, low personnel turnover or absenteeism, number of complaints for services as an indicator of customer satisfaction and unit of production or service rendered per hour (Anderson and Dennis 1998). Effectiveness of the two municipalities was measured by analyzing the satisfaction and clients' complaints of the municipalities based on the respondents' views and SDR directions. The number of clients for KMS and HM increased over time. As a result, the daily average number of

clients in KMS and HM has been reached more than 70 and 35 respectively (KMS and HM 2008).

Customer satisfaction depends on the extent to which customers' expectations about the service have fulfilled. Customer expectations are not static but dynamic. Customer satisfaction happens when a company or organization focuses on quality service and produces real rewards for the organization in the form of customer loyalty and corporate image. Lack of customer satisfaction produces real liabilities, a fact that businesses can ill-afford to ignore.

As a result of some improvements such as assigning reception officers, preparation of service standards, implementation of quick administration actions to establish information access for clients and other SDR measures, there is relative improvement of customer satisfaction in KMS. However, half of the respondents responded that they were not satisfied with the services provided by the municipality. Similarly, some of the clients of HM responded that they were satisfied by the services provided by the municipality as compared with the services before SDR.

The objective of the municipalities is to achieve customers' satisfaction. The success or failure of this objective should be evaluated through different mechanisms. According to the direction of SDR, municipalities are expected to perform customer satisfaction surveys. However, they are conducting only day-to-day routine activities. They do not want to address the basic problems based on clients' opinions through research.

Customers of any public organization have constitutional rights to raise their complaints when dissatisfied with services provided by the organization. The view of respondents for the complaint handling mechanism and its implementation varied as 56 percent of KMS and 43 percent of HM were satisfied in the complaint handling mechanism.

According to SDR, municipalities should organize an independent body that is responsible to receive and make decisions on the complaints of clients. Accordingly, KMS has assigned a civil service reform expert with the responsibility of receiving complaints from clients. But the expert received the responsibility recently and clients are not aware about the complaint handling mechanism. For the most part clients direct their complaint to the general manager and get solutions through discussion with concerned departments. As a result, the complaint handling mechanism and its implementation in KMS is disorganized and unsatisfactory.

HM has no civil service reform expert. Instead, the responsibility of managing complaints is given to one section in addition to its formal responsibilities. The municipality collected complaints raised in written form as well as orally. Following this the concerned section submits suggestions to the general manager to make the decision. Though the system seems receptive and responsive, clients' satisfaction is very low. The municipality is far from the center of Woreda administration, and, as a result, clients do not have suitable alternatives to direct their complaints above the municipality.

As can be seen from the above discussion, the dissatisfaction of clients in service delivery and complaint handling mechanisms showed the ineffectiveness of municipalities in implementing the service delivery reform. In order for citizens to hold local governments accountable, however, they need channels through which they can address such challenges (and respond to information they receive). Strong monitoring and evaluation as well as voice and exit mechanisms facilitate this, and are notably lacking in many local governments. The most basic of these mechanisms is the regular political choice process (Shah 2005: 79). Accordingly, KMS and HM exercised SDR to increase responsibility and accountability of officials and employees to serve the public properly.

Due to the availability of fixed programs to serve clients, periodic (quarterly) evaluation of employees and officials, exercising of complaint handling mechanism etc, employees and officials feeling of accountability gradually improved in these municipalities as compared to the situation before SDR. However, the improvements of service delivery in the two municipalities are not radical and sustainable. Moreover, due to the subjective nature of the services to evaluate the performance of employees and absence of incentive system, civil servants are not accountable for their low performance.

According to the staff and client respondents of this study and the opinion of some officials and experts of the two municipalities, improvements have been achieved in the area of commitment and attitude of employees and officials since the implementation of SDR. Absenteeism and wasting of public resources by employees has declined slightly in these municipalities. To some extent, employees' self-perception as public servants has been increased. However, client respondents indicated that malpractices such as nepotism, bribe, fraud and other improper practices are still problems faced by the two municipalities, especially KMS. Some employees, in

relation to land administration, design and construction and other basic public services, demand illegal benefits from clients by denying their responsibility. According to clients' views, timeliness and approach of these employees' services depends on their additional benefit from clients.

Some improvements have been achieved in leaders' or officials' activities of the two municipalities. As compared to before SDR, leaders have given due attention towards customer focused services. And leaders improved relationships with workers. But it does not mean that the commitment and attitude of officials are characterized as encouraging. According to the interviewees of civil service reform experts and other respondents, most municipal officials do not have sufficient awareness about SDR. They are not committed to allocate adequate budgets, assign trained manpower, coordinate and influence departments and sections for the implementation of SDR. Observations contributed to reaching conclusions that even in the quarterly and yearly report of the municipality, the coverage of SDR performance was almost excluded from the report. As a result, it is difficult to analyze the progress of SDR based on secondary data. It implies that, most of the employees and officials of the municipalities recall the SDR only when they are asked by their bosses to do something or to submit reports about the reform.

BCB (2005: 18) indicated that, officials of public organizations should be the owner of the civil service reform. They have to give priority for SDR for the satisfaction of clients. Officials are expected to change the attitude of their employees towards SDR implementation in their organizations. But this does not represent the scenario in municipalities under the study. Public management reform is a deliberate change in the arrangements for the design and delivery of public services (Boyne et al 2003: 3). In the Ethiopian case, however, federal government officials received the reform program from international organizations to implement as part of the country's structural adjustment program. Local governments (municipalities) received the reform from federal and regional governments. But officials received the reform without internalizing the concept with situational analysis. As a result, employees and officials lack attitudinal change and commitment towards implementation of SDR in their organizations.

### 4.2.3. Findings and Analysis on Challenges Encountered in Service Delivery Reform Program

The municipalities in the study faced a number of challenges that have blocked the SDR program, slowed the pace reform or threatened to derail the reform. The challenges were grouped as institutional challenges related to internal capacity and condition of the municipalities, challenges related with the attitude and ethical behavior of employees and officials and challenges related with external factors. The details of the challenges that the municipalities face are presented on Tables 4.6 a-4.6 f as follow.

**Table 4.6 a: Respondents Rating on Challenges Related to Lack of Institutional Capacity of KMS**

No	Challenges encountered	Respondents of the Municipality									
		SA		A		U		DA		SDA	
		Count	%	Count	%	Count	%	Count	%	Count	%
<i>1</i>	<i>Institutional challenges</i>										
1	Existence of high work burden in the municipality	27	30	34	38	12	13	15	17	2	2
2	Lack of enough budget	21	23	30	34	23	25	7	8	9	10
3	Shortage of skilled manpower	27	30	39	43	8	9	10	11	6	7
4	Absence of decentralization for important services	19	21	38	42	14	16	16	18	3	3
5	Absence of clients opinion and satisfaction survey by the municipality	22	24	45	51	11	12	9	10	3	3
6	Long and time consuming organization structure	27	30	32	35	14	16	15	17	2	2
7	Absence of outsourcing important services for private sector	18	20	39	43	15	17	12	13	6	7

Source: Own survey

SA=strongly agree A=agree U=undecided DA=disagree SDA=strongly disagree

**Table 4.6b: Respondents Rating on Challenges Related with Employees and Officials’  
Behavior of KMS**

No	Challenges encountered	Respondents of the Municipality									
		SA		A		U		DA		SDA	
		count	%	Count	%	count	%	Count	%	count	%
<b>II</b>	<b>Challenges related to employees &amp; officials</b>										
1	Lack of officials' commitment for SDR	33	37	33	36	11	12	7	8	6	7
2	Absence of real decision makers	24	27	32	35	9	10	18	20	7	8
3	Lack of employees' and officials' sprit of public servant	16	18	35	39	7	8	22	24	10	11
4	Lack accountability when officials made improper practice	23	26	37	41	5	6	15	17	10	10
5	Resistance to change	21	23	33	37	13	14	20	22	3	4
6	Absence of consulting the public while implementing the SDR	28	31	39	43	8	9	12	13	3	4
7	Existence of malpractices such as nepotism, bribe, fraud and other improper practices	22	24	37	42	17	19	7	8	7	7
8	Existence of time taking meetings for employees & officials	38	42	29	32	9	10	8	9	6	7

Source: Own survey

**Table 4.6c: Respondents Rating on Challenges Related to External Conditions of KMS**

No	Challenges encountered	Respondents of the Municipality									
		SA		A		U		DA		SDA	
		Count	%	Count	%	Count	%	Count	%	Count	%
<i>III</i>	<i>Challenges related to external conditions</i>										
1	Lack of support from government institutions	21	23	31	35	14	15	23	26	1	1
2	Lack of clarity of policy, strategies, rules & guidelines of SDR	18	20	32	36	15	16	20	22	5	6
3	Interference of other bodies	10	11	27	30	18	20	26	29	9	10
4	Biased evaluation system of employees	30	33	28	32	13	14	12	13	7	8

*Source:* Own survey

SA=strongly agree A=agree U=undecided DA=disagree SDA=strongly disagree

As can be seen from the tables, among the seven assumed institutional challenges that relating with lack of implementation capacity of the municipalities, the respondents rated work burden, lack of enough budget and shortage of skilled manpower as agreed with 68, 57 and 73 percent for KMS and 43, 64 and 66 percent for HM respectively. The other challenges like absence of decentralization, absence of clients' opinion and satisfaction survey, existence of long and time consuming organization structure and absence of outsourcing important services have been rated as agreed with 63, 75, 65 and 63 percent for KMS and 74, 84, 54 and 64 percent for HM respectively.

**Table 4.6d: Respondents Rating on Challenges Related to Lack of Institutional Capacity of HM**

No	Challenges encountered	Respondents of the Municipality									
		SA		A		U		DA		SDA	
		Count	%	Count	%	Count	%	Count	%	Count	%
<i>1</i>	<i>Institutional challenges</i>										
1	Existence of high work burden in the municipality	10	11	29	32	16	17	25	27	12	13
2	Lack of enough budget	29	32	30	32	11	12	14	15	8	9
3	Shortage of skilled manpower	18	20	43	46	15	16	14	15	2	3
4	Absence of decentralization for important services	19	21	49	53	7	8	13	14	4	4
5	Absence of clients opinion and satisfaction survey by the municipality	27	29	51	55	6	7	4	4	4	5
6	Long and time consuming organization structure	21	23	29	31	17	19	19	21	6	6
7	Absence of outsourcing important services for private sector	17	18	42	46	15	16	16	17	2	3

Source: Own survey

SA=strongly agree A=agree U=undecided DA=disagree SDA=strongly disagree

The second category of challenges in the implementation of SDR is related with the attitude and ethical behavior of employees and officials of the municipalities under study. In relation to the challenges that emanated from lack of officials' commitment for SDR, absence of real decision-makers, lack of employees' and officials' spirit of being a public servant and lack of mechanisms to make officials accountable when they made improper practices were rated as high with 73, 62, 57 and 67 percents for KMS, and 79, 72, 66 and 72 percents for HM respectively. Similarly, other challenges like resistance to change, non-existence of consulting the public while implementing the SDR, existence of malpractices such as nepotism, bribe, fraud and other improper practices and existence of time consuming meetings for employees and officials were

rated as agreed with 60, 74, 66 and 74 percents for KMS, and 53, 83, 65 and 52 percents for HM respectively.

**Table 4.6c: Respondents Rating on Challenges Related to Employees' and Officials' Behavior of HM**

No	Challenges encountered	Respondents of the Municipality									
		SA		A		U		DA		SDA	
		Count	%	Count	%	Count	%	Count	%	Count	%
<i>II</i>	<i>Challenges related to employees and officials</i>										
1	Lack of officials' commitment for SDR	41	45	32	34	9	10	8	9	2	2
2	Absence of real decision makers	29	32	37	40	11	12	15	16	0	0
3	Lack of employees' and officials' spirit of public servant	28	30	33	36	9	10	19	21	3	3
4	Lack accountability when officials made improper practice	29	32	37	40	6	6	16	17	4	5
5	Resistance to change	21	23	28	30	17	19	22	24	4	4
6	Absence of consulting the public while implementing the SDR	41	46	35	37	6	6	9	10	1	1
7	Existence of malpractices such as nepotism, bribe, fraud and other improper practices	27	29	33	36	10	11	20	22	2	2
8	Existence of time taking meetings for employees & officials	22	24	26	28	18	20	22	24	4	4

Source: Own survey

SA=strongly agree A=agree U=undecided DA=disagree SDA=strongly disagree

**Table 4.6f: Respondents Rating on Challenges Related to External Conditions of HM**

No	Challenges encountered	Respondents of the Municipality									
		SA		A		U		DA		SDA	
		Count	%	Count	%	Count	%	Count	%	Count	%
<i>III</i>	<b>Challenges related to external conditions</b>										
1	Lack of support from government institutions	28	30	36	40	12	13	14	15	2	2
2	Lack of clarity of policy, strategies, rules & guidelines of SDR	19	21	47	51	12	13	14	15	0	0
3	Interference of other bodies	26	28	40	44	7	8	13	14	6	6
4	Biased evaluation system of employees	14	15	41	45	16	17	15	16	6	7

*Source:* Own survey

Regarding the challenges related with the external conditions or factors, lack of support from government institutions was rated high with 58 percent for KMS and 70 percent for HM. The challenges related with other external factors like lack of clarity of policy, strategies, rules and guidelines of SDR, interference of other bodies and unclear or biased evaluation system of employees were rated as agreed with 57, 41 and 65 percents for KMS and 72, 72 and 60 percents for HM respectively. These all challenges/problems are analyzed with the theoretical concepts and observations of the researcher in the analysis.

The federal and regional institution of Ethiopia has been implementing the civil service reform program in their respective bureaus since 1996. Service delivery and quality of services is one of the major reform sub-programs whose objective is to improve performance and service delivery to the public. Accordingly, KMS and HM has been implementing the service delivery reform program. As can be seen from the previous analysis of achievements of SDR, some important improvements have been achieved in implementing the reform in these municipalities. However, according to the objective of SDR, directions of service delivery policy and experience of developed countries, the achievements recorded in these municipalities are insufficient and unsatisfactory. This is attributed to challenges encountered for the implementation of SDR.

The challenges encountered in reforming municipalities are analyzed by categorizing problems into three major components. The focus of this study is on the challenges related to the institutional level, challenges related with employees and officials of the municipalities and challenges related with external factors for the municipalities. The analysis of challenges is performed based on the view of respondents, problems raised in the analysis of achievements section and observations of the researcher.

#### **4.2.3.1. Institutional Challenges**

Urban areas are the center of socio-economic development for the area. Municipalities are organized with large tasks both in number and sensitivity. KMS has more than 38 major types of service (see Annex 1). Some of the services may need independent government organization. For example, road construction and maintenance, parks, hygiene and waste management, urban planning and land administration are some of the larger departments. Some services may not have special reason to be performed by the municipality. For example slaughterhouse service, license for marriage and birthday, park and waste management and the like could be outsourced.

There are other government institutions that did not have extreme work burdens. The existence of many tasks in one municipal organization has its own influence on management and employees of the municipality to implement the SDR. The problem may not be the same for KMS and HM. HM currently has a few sections with lead municipality status. However, the specific tasks and responsibilities are not different from that of KMS. Moreover, the responsibility to manage emerging towns (Degan and Gerba) as well as the development and expansion of urban centers due to migration and other global influences made the responsibility of HM complex.

The organization structure of the municipalities has not been revised recently. In addition, the main necessary conditions for the implementation of SDR are not fulfilled. Among others, BPR, one stop shop service delivery system and awareness creation for service receivers and service providers are not implemented. This implies that there is a mismatch between the task burden and the current organization structure of the municipalities as well as between the SDR program and the necessary conditions for the reform. This study focuses on the problems that influence the implementation of SDR. Based on the concentration and findings it is possible to conclude that the above problems can be considered as challenges for the implementation of the reform. The

other problems related with the organization structure and the existence of many tasks in one organization needs further study.

Municipal administration is not capable of supplying adequate basic services to the people. Most urban centers are characterized by unemployment, inadequate housing, social problems (such as crime, theft, prostitution, street dwelling) and environmental pollution. But the degree of these problems varies from town to town. The trend is that, the larger the town, the higher the extent of these problems. The major causes for these situations in part are lack of financial resources on the one hand and inefficient management of using the existing ones on the other. The sources of revenue for KMS and HM include yearly recurrent and capital budget from city/woreda administration and support from the road fund (for Kombolcha) to strengthen the municipalities in social service and infrastructure. As a result of low budget, the high work burden, which requires large investments, cannot be managed effectively and efficiently. Moreover, inefficient management of the existing sources is another problem. Therefore, low financial capacity of these municipalities is one of the problems encountered in the implementation of SDR.

The literature shows that local-level responsiveness is eroded by a high level of political influence from the central government on the decisions of the local government about service provision (Shah 2005: 72). In a municipal case from South Africa, for example, observers found that spending “decisions are often directed by bureaucratic agenda and citizens’ inputs are limited”, constraining the potential for local government responsiveness.

According to Loop (2002:92), in Ethiopia, most important services are provided by agencies located very far from the customers. A good example is electricity service. Although the municipal service of Kombolcha tried to decentralize some services, most of the municipal services are centralized in one municipal organization. As can be seen from annex 1, the municipality has a responsibility to provide more than 38 services for the public. Some services have been identified to be decentralized to the Kebele level by the Works and Urban Development Bureau of the ANRS. Based on that, KMS distributed the list to Kebeles. However, the municipality does not fulfill the necessary conditions for Kebeles to handover services and to provide for the public. Moreover, HM has not begun any decentralization of services to the Kebele level. Within this situation the SDR cannot be successful.

Among the types of services under municipalities some of them can be delivered by the private sector. Outsourcing, contracting out and privatization are important to reduce the role of government in service delivery and to improve the efficiency and quality of service delivery. However, municipalities have performed poorly in doing so. As a result, it contributes to the poor implementation of SDR.

Managing the public service is, increasingly, a complex activity where a range of different types of organization are involved. Reforming the public service is a government action. Politicians and public managers could lead the process, or have the strong personal influence to be successful as the reform should generate the continuous support of politicians and senior officials (Boyne et al 2003:1). The purpose of monitoring and evaluation is to ensure timely completion of projects and programs for which resources have been allocated in the plans. According to the policy direction of SDR of the country, these municipalities are expected to perform continuous evaluation and survey.

Most of respondents claimed that there is no client opinion and satisfaction survey in these municipalities. The progress of the reform through the attitudinal change of employees, the satisfaction of clients, efficiency of the organization and the like is not evaluated. The municipalities have not conducted research to investigate and scale-up the SDR. At the time when SDR was started, there was relatively strong follow-up through evaluation and report communication. But this was short lived. Currently, the municipalities do not give significant value to include information in their periodic report about the reform. For example, the nine-month report of KMS in 2000 included only a half-page report about quick wins (quick administrative actions). Similarly, there is no sentence in the report about SDR in the recent year report of HM.

#### **4.2.3.2. Challenges Related with Employees and Officials of the Municipalities**

The capacity of municipalities to provide effective services and contribute to urban development through SDR depends on its human resources, which has a far-reaching consequence on the financial and physical resource management and utilization of the municipalities. Of all the resources of an organization, human resources are probably the most critical and difficult to change. The major challenges related with employees and officials include lack of trained

manpower, managers and experts' turnover, attitude problem, lack of commitment, lack of accountability, poor consulting of the public and poor quality service delivery.

Reforms need trained manpower to receive new ideas and to implement in line with the situation of the given organization. Despite this, the municipalities are suffering from serious human resource problems. Thus, the personnel profile is quite below requirement at any standard. As can be seen from Table 4.1, from the sample staff respondents of KMS, 40 percent obtained education between grades 8–12, 45 percent are diploma holders and only 15 percent have a first degree. From the sample respondents of HM staff, 60 percent obtained education between grades 8–12 and 40 percent are diploma holders. Non-professional employees dominate the municipalities' staff. This can be attributed to unattractiveness of the organization salary structure and professional turnover due to lack of incentives as well as working environment of the two municipalities.

Result-oriented work evaluation has been started in municipalities. Formally, employees have received their specific task from their heads. However, their performance evaluation depends on the attitude of officials towards employees. Incentive mechanisms are not applied to motivate employees who performed above average. Similarly, low performances do not have any discouraging measure. Professionals' turnover may come from absence of incentive mechanisms and biased work evaluation. Moreover, one of the major problems for Kombolcha and Harbu municipalities is managers' turnover. The staff and clients have seen a number of managers. Most of them joined the municipalities without relevant qualification and managerial skill for the municipalities and they failed to achieve public satisfaction in service delivery.

Resistance to change has been one of the big problems in implementing SDR. It is clear that the implementation of SDR needs not only facilities, skills, remuneration and so on, but also attitudinal change of employees and officials towards accepting the new systems being introduced. Most civil servants in the municipalities seem hostile to the reform probably due to inadequate training and a vested interest in the status-quo and lack of incentives.

The response of closed-ended questionnaire and structured interview with some experts reflect that the SDR has not encouraged the participation of employees on equal bases in all levels. 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. Inadequate training contributed to the low attitudinal change of employees and officials.

Training is believed to be one of the determining factors that bring attitudinal change amongst employees. In Nigeria and Kenya 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 and Manda 2003 cited in Etefa 2006:70). Employees of the municipalities who have stayed for an extended time have insufficient awareness about the objective and policy directions of the SDR in both municipalities. For example, from the staff respondents of this study, on average, for each research question, 10 percent responded as undecided. It implies that there are employees who are unaware of the implementation of SDR in the municipality.

The attitude and behavior of the staff as service providers will affect how they provide services to their customers. Both staff and clients were asked to assess the attitudes and behaviors of staff in providing services using similar assessment criteria. Most of the staff and client respondents indicated that officials and employees lack the spirit of a public servant in both municipalities. This is observed by lack of promptness in attending to clients, lack of helpfulness of staff towards their clients, poor sensitivity of staff towards the feeling of clients and poor availability of employees and officials to serve clients.

Alongside improved trained manpower and attitude of the staff, enhanced accountability is often seen as an expected gain from decentralization. Bird (1993 cited in Shah 2005:77), identifies accountability gains as a central theme in localist arguments. These gains are largely expected because decentralization shifts government authority closer to the people. Such gains require evaluation to establish an effective view of the quality of local governance. However, it is observed that, there is a lack of mechanisms to make officials and employees accountable when they failed to perform their duties properly. For example, KMS designed a citizens' manual to detail service provision. The implementation of this standard in time and sequence of service flow has been very poor. However, employees and officials were not punished or accountable due to failure in implementing the standard. This lack of accountability makes the staff serve the public according to their interests as before. Moreover, repeated meetings of municipal officials have contributed to the low quality service delivery for clients. Therefore, lack of accountability is one of the major challenges encountered the implementation of SDR in KMS and HM.

According to the service delivery policy directions of Ethiopia and CSRP manual of ANRS, officials are the owners of the reform in each public organization at every level. However, above 73 percent of the respondents reported that their municipalities lack committed officials to implement SDR. The level of commitment of the designated officials (managers, department and section heads) is seen to be below expectation, which in turn adversely influences other staff's active participation. It is difficult to say officials accepted the SDR in the two municipalities. There was no conceptual and practical progress report about SDR in their periodic reports. The civil service reform experts reported in the structured interview of this study that the attention of officials to implement and support the SDR is very poor.

At the beginning, both municipalities planned to undergo a sustainable and consistent monitoring and evaluation of quality improvement and quality control. Undertaking this undoubtedly makes the municipalities gauge the status of SDR. However, as respondents recognized, the supervision and evaluation mechanisms of SDR in these municipalities are not applied as intended. Hence, officials' commitment to achieve the objective of SDR is insufficient. Therefore, lack of commitment on the part of officials was one of the major challenges encountered in implementing SDR in the two municipalities. However, most NPM advocators cite the quality of leadership in public services as the most decisive factor of all elements for such reforms.

If a leader does not believe in himself, no one else will. As such confidence must be acquired at every stage; there must be a steady build-up of assurance, conviction of competence based on training and the gradual accumulation of experience and skill. Concern for others is a sign of imagination and vision expected from leaders. However, according to respondents, officials/leaders of the two municipalities (especially managers) lack these good characteristics.

As compared to other public organizations, leaders of the municipalities have decision-making power on resources. Managers and department heads can make decisions on land provision for investment, residence and social services. Moreover, they are responsible to make decisions on public budget for basic infrastructure. In addition to that, unlike other public organizations, municipalities serve large numbers of residents in many sensitive services. As a result, municipal leaders are at the top of responsibility assignment for satisfaction or dissatisfaction of clients in cities. But leaders lack basic leadership instruments such as commitment, confidence, concern

and clarity for general service delivery and for the implementation of service delivery reform in the municipalities.

As indicated in the theoretical framework of this study, causes of poor quality in service delivery include existence of unskilled labor, shortage of labor, the emphasis on efficiency and productivity, low demand and expectation of customers, absence of standards and the intangible nature of service.

Most of the causes of poor quality exist in KMS and HM, among many dimensions of service quality, responsiveness (willingness to help customers and provide prompt service) and consulting of the public are very important to provide quality service for the public. The majority of respondents indicated that employees and officials do not consult the public (clients) about the implementation of SDR. The two municipalities failed in doing participative work for the implementation of SDR. This problem contributed for the low quality service in the municipalities. As mentioned in the data presentation section, more than 65 percent of respondents reported that there are malpractices such as nepotism, fraud and other improper practices. It is observed from discussion with some officials in KMS and from respondents of the questionnaire in these municipalities that, clients raised their complaints about the existence of malpractices including bribe. This implies that the existence of malpractices in public services delivery adversely affects the quality of services and implementation of SDR at large.

#### **4.2.3.3. Challenges Related to External Factors**

Despite the fact that decisive and basic challenges are internally emanated, the external factors can contribute for the poor performance of SDR in organizations. In this sub-topic the major external challenges include lack of support from other government institutions, interference of other bodies and lack of clarity on policy, strategies, rules and guidelines of SDR.

Lack of sufficient support from the concerned government bodies, particularly from the Works and Urban Development Bureau and zonal department, from bureau and woreda/city capacity building offices and from the mayor/woreda administration offices, is one of the external challenges in the implementation of SDR in these municipalities. Tellingly, 70 percent of respondents indicated the above institutions do not give sufficient support for the municipalities. The bureau of Works and Urban Development supported them in some aspects such as survey

since the 2006 implementation of SDR, and supported KMS to decentralize municipal services to Kebele level and the like. However, the bureau is expected to help municipalities deliver training, create awareness, undertake clients' satisfaction surveys and other related activities for the implementation of SDR. Generally, this bureau is responsible for the implementation of proclamation No. 91/2003 of the ANRS council combining with SDR.

The reason for poor support of capacity building offices at bureau and local level may be lack of actual capacity in coordinating the reform program. KMS and HM are under the leadership of Kombolcha City Administration and Kallu Woreda Administration respectively. It is observed that, the Mayor's office of Kombolcha and other cabinet sectors need to use the financial, human and material resources of KMS, instead of supporting in leadership and resources, the municipality provide for them. As a result, the municipality is not supported in many directions. Similarly, HM is located around 18 kilometers from the center of Kallu Woreda Administration (Kombolcha). Civil service reform experts of Kallu Woreda Capacity Building through periodic supervision supported the municipality. Moreover, Kallu Woreda Administration supported the municipality through subsidy and other managerial aspects. However, the municipality is not supported in assigning efficient management and skilled manpower, creating awareness, training, consulting the public about service delivery etc.

As explained above, lack of clarity on service delivery policy, CSRP manuals and rules and guidelines related with SDR is one major problem for the municipalities' stakeholders. Starting from officials of the municipalities, employees and clients are not adequately aware about the details of SDR. This problem is aggravated due to lack of sufficient training as well as poor information access for clients and other stakeholders. Generally, external factors considered as problems can be many in number, but lack of support from other government institutions and lack of clarity on SDR policy as well as related rules and guidelines have been emphasized here.

# Chapter Five: Conclusions and Recommendations

## 5.1. Conclusions

Urban governments work with the community to improve the living standards of the people through provision of basic infrastructure and services for different neighborhoods. As part of urban government, municipal management is a broader discipline concerned with the management of a complex bundle of urban activities that take place in urban settlements. Provision of public service is the main task of municipalities.

This study analyzes KMS and HM. The major objective of the study is to assess the achievements recorded and to evaluate the challenges encountered in implementing the SDR. To gather pertinent information regarding SDR in relation with customers' satisfaction, the researcher used disproportionate stratified random sampling technique. Primary data were collected from 182 sample respondents through questionnaires and from 8 respondents through structured interviews complemented by discussions with officials and experts. Secondary data were also used to gain further perspective on the results of the study. Since similar studies were not conducted before in these municipalities, the research is believed to be very important for stakeholders in various aspects. The study concludes with three broad categories, namely, fulfillment of enabling environment for SDR, results and basic challenges of the reform.

Fulfilling an enabling environment for the implementation of SDR is an essential task for municipalities. Strategic planning and management (SPM) is designed in both municipalities. On the other hand, one of the basic necessary conditions for SDR, BPR, is not undertaken for both municipalities. SDR needs resources such as allocation of sufficient budget and suitable offices. KMS has assigned one office for a civil service reform expert and reception office with a suitable setting for guests. However, these facilities are not fulfilled in HM. Regarding allocation of budget, due to poor attention and awareness of officials, there is insufficient budget for the reform program and awareness of service providers and receivers about SDR is very low. Moreover, lack of trained manpower aggravates the problem. Though KMS has planned to proceed with reform in town planning and land administration department, a one stop shop service delivery system has not been implemented in the two municipalities.

Customers' information access is relatively good in KMS but insufficient in HM, while quick administrative actions have been implemented through wall charts, displays and notice boards. But there is still no information desk in both municipalities. Though these actions have been taken, customers' of HM are more dissatisfied than KMS. Results indicate that, though the degree of the problem varies, lack of transparency in delivering services is the problem for both municipalities.

Generally, it is found that the SDR measures lack the necessary preconditions to be adequately put into practice. As can be seen from the above discussion, most of the necessary conditions of the reform are not fulfilled. Beyond the context of policy implementation, reform success and failure stories suggest that the outcome of the implementation of reforms to improve service delivery depends largely on the localized contingency factors. Disappointingly, preconditions for the reform measures were undeveloped and the program was begun with high hopes and low implementation capacity. As a result, the reform has proceeded in these municipalities with the knowledge of its failure in advance.

The municipalities' efficiency in this study has been measured in terms of cost efficiency, the process used in service production, decentralization of services to Kebele and departments, in terms of outsourcing and developing service standards. Accordingly, though its implementation was very poor, KMS has designed service standards for basic services to increase its efficiency in service delivery. Conversely, HM has not prepared service standards.

Regarding decentralization of services, KMS accepted the manual from the Bureau of Works and urban Development that identified many services to be decentralized to the Kebele level. However, the municipality distributed the manual to Kebeles without fulfilling the necessary conditions for its implementation. The decentralization of service through delegation to departments is relatively successful in KMS. However, HM does not decentralize services.

The SDR plays an insignificant role in increasing the revenue and reducing costs of the two municipalities. The other criterion for efficiency was implementation of outsourcing and contracting out of the public services. However, its implementation in these municipalities is very poor. But, there are services that should be transferred to the private sector to increase their efficiency.

As a result of some improvements such as assigning reception officers, preparation of service standards, implementation of quick wins to establish information access for clients and other SDR measures, there is relative customer satisfaction, even though there is widespread dissatisfaction amongst KMS clients when it comes to proper service delivery. Half of the respondents negatively rated satisfaction of services provided by the municipality. Similarly, many HM clients responded that they were satisfied by the services provided by the municipality as compared with the situation before SDR. Though some of both municipalities' clients were satisfied with improvements since SDR's implementation, most are generally dissatisfied with the services provided by the municipalities. Clients' dissatisfaction with the recently organized complaint handling mechanism contributes to the overall negative sentiments.

Service delivery reform improved employee and official accountability with the institution of periodic evaluations and the complaint handling mechanism. The existence of regular political choice has also contributed to accountability, as officials seem to understand their performance bears on job retention.

Despite the improvements, the residents of KMS and HM expressed their dissatisfaction in the current government's public service delivery during the election of 2005 as votes were distributed to other political parties for the parliament and regional council seats. However, accountability improvement is below expectation as employees and officials are still seen as not taking responsibility when delivering service. The only measure exercised to make officials accountable has been discharging managers from their position. The subjective nature of service delivery, unattractive salary structure and poor incentive mechanism have contributed to poor accountability of employees and officials.

Absenteeism and wasting of public resources by employees has declined. However, clients observed that some staff members practiced nepotism, fraud, bribery and other improper activities. Gauging by researcher observation some of the problems are difficult to support with tangible evidence. However, these malpractices can be viewed as cumulative results of both service receivers and service providers' prior held values. Some clients demand illegal or improper service from the municipality at the cost of other residents or at the cost of government. To achieve this, employees are lured into malpractices such as nepotism, bribe, and fraud, while others are unaware of their legal rights in getting services from the municipality.

Lack of attitudinal change on the part of clients as well as service providers' could contribute to the existence of malpractices. Improvements have been achieved regarding officials' customer-focused services in the municipalities. However, most of the officials and employees of the two organizations lack strong commitment to implement SDR. The absence of periodic evaluation and supervision, and poor attention to the performance of SDR in planning and reporting etc. indicates that the interest and commitment of officials and employees have declined. Lack of training and awareness creation programs could contribute to the attitudinal and commitment problems in the municipalities.

KMS and HM faced a number of challenges that have blocked the SDR program, slowed the pace of the reform, or threatened to derail it. Problems are categorized as institutional challenges, challenges related with the attitude and behavior of employees/officials and challenges emanating from external factors. Since most of these challenges are more similar than different for the two municipalities, the conclusion treats them equally. Most of the challenges have been discussed in the analysis part of this study. As a result, the major challenges encountered the implementation of SDR are summarized as:

- Absence of necessary conditions for SDR implementation, such as lack of financial capacity, poor awareness about the reform policy and guidelines, non-implementation of BPR and one stop shop service delivery mechanisms
- Lack of continuous training for staff on result-oriented work evaluations along with clear procedures and guidelines for transparent and accountable performance
- Existence of burdensome workloads and centralization of services at the municipal level
- Lack of timely and continuous client satisfaction surveys and evaluation of the reform program
- Resistance to change and poor accountability due to attitudinal problems and lack of incentives. The implications of low and stagnant salaries are far reaching. It can provide temptation for corrupt practices, irregularities in behaviors and property handling, unfavorable attitude towards clients, high turnover of technical staff and inability of the municipality to attract qualified and experienced staff.

- Officials and employees poor commitment to the implementation of SDR includes low capacity and inefficiency of management to take responsibility for the execution of their managerial mandates
- Existence of malpractices such as nepotism, favoritism, fraud and poor quality service delivery
- Lack of support from concerned government bodies

Generally, the political commitment to SDR is often observed as inadequate, as municipalities lack visionary leadership, operate under very poor conditions, the staff is not consulted about the reform issues and lack motivation, clients' interests are not consulted, and the accountability relationship between government and public service providers has not been clarified. Moreover, lack of training and absence of consulting the public with satisfaction surveys aggravated the problem.

Given the deep-rooted problems in the Ethiopian civil service system as exemplified in municipalities like Kombolcha and Harbu, the introduction of the public service delivery reform program and public service delivery policy is imperative and indispensable. But good political intentions and policy amendments are not enough for effective service delivery reform implementation. Instead, continuous policy and reform debates with concerned stakeholders, capable administration and staff, improved pay, merit-based recruitment, real managerial autonomy, clear performance standards, result-oriented work evaluation and active control, clear reward mechanisms and clarified accountability are essential.

The analysis of KMS and HM reform measures for service delivery recently developed at local level demonstrates both the possibilities and limitations of transforming old institutions into more efficient ones. The municipalities' human resources and the system itself are central reasons for the increasing widespread perceptions of the general public that have difficulty in delivering services to the public in timely and cost-efficient ways. However, commitment and accountability of officials and employees as well as their attitudinal changes and effectiveness to achieve the objectives of SDR is not encouraging. Moreover, the practice of result-oriented work evaluation has not been sustainable. It needs to be said that the problems of the municipalities require thorough diagnosis and sustained thought about the way to bring about attitudinal changes.

The SDR measures need to be executed through fulfillment of necessary conditions, training and continuous monitoring and evaluation with the commitment of municipal leaders and other concerned bodies. Therefore, the analysis thus revealed the need for more efforts to ensure the necessary conditions and clarified accountability in municipalities. This calls for transforming municipalities with a bureaucracy that is capable of using clients' responses as in-built self-correcting mechanisms by working with the municipal clients. Moreover, the two municipalities are expected to perform necessary measures in the area of business process reengineering (BPR), decentralization and outsourcing of services, training, standards for service delivery, commitment of officials and employees towards implementation of SDR, continuous monitoring and evaluation, information communication and officials and employees' accountability.

## **5.2. Recommendations**

Each municipality, large or small, needs to design and implement its service delivery mechanisms in an efficient and effective manner. The study concludes by arguing that the reform measures must be contextualized to the situation of these municipalities and should be executed gradually by identifying priority departments, while taking into account their relationship to clients and their capacity to implement the measures proposed. In light of the aforementioned findings and conclusions the following recommendations are forwarded.

### **1. The municipalities should decentralize and outsource services**

As can be seen from annex 1 and from the analysis of the previous chapter, based on the view of clients the municipalities are responsible for more than 38 types of services. The participation of lower level government institutions (departments, sections and Kebles), the private sector and non-governmental organizations is crucial to achieve public satisfaction in service delivery. The researcher's direct observation leads to the conclusion of the need for further study on the types of services to be decentralized and to be outsourced for private and non-governmental organizations. However, this study shows there are many types of services that can be provided by Kebeles, the private sector and non-governmental organizations. Alternative service delivery mechanisms should be evaluated to make informed choices of service delivery shifts according to the nature of services and the interest of the public. The case study towns expanded into rural areas with the support of government decisions. Accordingly, KMS expanded in a five-kilometer radius and HM in a two-kilometer radius. However, the new area is not incorporated into the master plan of the towns and the expansion is not supported legally or institutionally. Therefore the regional government should tackle the problem.

### **2. The service delivery system should be improved**

One of the shortcomings identified in the study is lack of implementing BPR. This reform process is the fundamental rethinking and radical redesign of business operations to achieve dramatic improvement in cost, quality, service level and speed. Reengineering is a top down phenomenon. Therefore top management commitment and the active engagement of leaders are critical for the reengineering to happen. It is difficult to cite success stories in implementing BPR. However, it is possible to maximize positive consequences of BPR. Based on BPR, municipalities should organize one stop shop service delivery mechanism. Major services of the

municipalities under town planning and land administration as well as under design and construction can be provided through one stop shop mechanisms. Therefore, if the concept of BPR is implemented properly, it can be an essential precondition for the success of SDR.

### 3. Training is a vital ingredient for sound and improved implementation of SDR

The most pronounced problem raised by the staff and, to a lesser degree, client respondents, was lack of training on SDR components. Respondents popularly request training and upgrading for better capability. It is expected that management of the two municipalities as well as other concerned bodies will conduct training needs assessment in their organizations. The result will enable them to develop a medium-to-long-term training strategy to determine training priorities and objectives. As a result, staff could be fully equipped to improve overall implementation of the SDR program and this outcome will help the management seriously address issues that were raised by the staff so as to ensure the sustainability of any changes aimed at improving the implementation of the SDR.

### 4. Standards for service delivery should be designed and implemented

Though KMS has prepared a citizens' manual as standard for service delivery (specific, measurable and achievable programs to satisfy clients in delivering services), its implementation is poor. As a result, one of the shortcomings identified in the study is absence of standards for service delivery in HM and lack of implementation in KMS. Establishing standards of agreed level of service delivery is an instrument to compare the service the municipalities provide to their customers and to realize that there remains room for improvement. Based on this, developing and publicizing the standards of service delivery need to be the mandate and responsibility of the management body to ensure efficient and effective service delivery and quality of service and in guaranteeing open and equitable treatment of clients. Moreover, it increases transparency of service delivery and makes accountable employees of the municipalities.

### 5. Attention and commitment of officials towards SDR should be improved

Managers and management members of the two municipalities should be assigned based on their qualification, experience as well as their commitment to the objectives and strategies of the municipalities. Accordingly, SDR is an essential reform program for service provider organizations such as municipalities that needs attention and commitment from management of

organizations expressed through allocating sufficient budget, assigning trained man power, providing offices and other facilities, periodic and sustainable monitoring and evaluation and the like to achieve the objective of SDR in satisfying customers.

## **6. Continuous monitoring and evaluation of SDR should be done**

It is observed that, these municipalities failed in monitoring and evaluating the progress of the program. In most periodic reports and evaluations the emphasis on SDR was very poor. Establishing sound and prudent monitoring and evaluation systems to investigate the progress of the reform based on established yardsticks and to investigate the impact of training is a necessary action to gauge the effect of reform activities including training and preparing for the next program to be performed. Therefore, neutral professionals, civil service reform experts, officials of the municipalities as well as other concerned bodies like the office of capacity building should perform periodic monitoring, supervising and evaluation to scale-up the implementation of the SDR. The continuous monitoring and evaluation should be done based on a well-organized action plan and checklist emanating from the policy directions of the reform.

## **7. Information communication should be institutionalized**

Clients should have information access through information desks, continuous clients' satisfaction surveys, discussion with stakeholders and clients, periodic reports to representative etc. to increase transparency of the organization. All communication mechanisms should be institutionalized for their sustainability. Complaint handling mechanisms should be independent of the direct influence of the officials of the municipalities.

## **8. Officials and employees' accountability should be practical**

Most government employees heed job security considerations rather than contributing inputs for the development of the country. Result-oriented work evaluation should be the source of incentives and internal competition among individual staff members and between institutions and departments. Objective performance evaluation of employees and officials should be used to objectively show who failed or succeeded to achieve their targets. Moreover, articulating codes of ethical conduct for public officials and prescribing sanctions for their enforcement is also quite necessary to control and reduce unethical behavior of service providers. Officials of concerned bodies and management of municipalities should give due attention through designing strategies to change the devastating effects of nepotism, favoritism or corruption and enhance desirable

conduct of civil servants through training and awareness creation about the negative consequence of these malpractices. Implementing result-oriented work evaluation, attractive salary structure and incentive mechanisms generally help to motivate hard working staff and to evaluate and to take corrective measure for low performance. This in turn enhances accountability of employees and officials.

#### **9. Municipalities should be supported by concerned government bodies**

Unless cities are empowered to be themselves, to think for themselves and determine what they are and would like to be, they are then forced to be what they are not (Minas 2003: 125). To do so, concerned government bodies and other organizations should support municipalities. Poor support of concerned government bodies is one of the shortcomings identified in the study. Support from the BCB, Bureau of Works and Urban Development and local government bodies (city/woreda administration) is limited, especially in the area of SDR implementation. The reform program needs skill, knowledge and experience. Training as well as continuous monitoring and evaluation should be done by different stakeholders mentioned above to fulfill these inputs. Therefore, the success of SDR depends on the cumulative and comprehensive efforts of all concerned bodies.

**“END”**

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## **DECLARATION**

I, the undersigned, declare that this thesis is my original work and has not been presented for a degree in any other university, and that all sources of materials used for the thesis have been duly acknowledged.

Declared by:

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Confirmed by Advisor:

Name: Dr. Minas Hiruy

Signature: \_\_\_\_\_

Date: \_\_\_\_\_

Addis Ababa University  
School of Graduate Studies  
Masters in Public Administration Program

July, 2008  
Addis Ababa

# Annex 1

## Services that can be provided by Municipal Services

### የከተማ አገልግሎት የሚሰጣቸው ዋና ዋና የአገልግሎት አይነቶች

1. የግንባታ ሥራ ፈቃድ
2. የይዘታ ማረጋገጫ የምስክር ወረቀት
3. የስም ንብረት ዝውውር
4. በባንክ ብድር ወይም ለሌላ ጉዳይ ንብረትን በዋስትና ማሰያዝ
5. የነባር ይዘታ ባለቤትነት ማረጋገጥ
6. የትርፍ ቦታ፣ ህገወጥ ግንባታ፣ የድንበር ውዝግብ ጥያቄ
7. የመኖሪያ ቦታ ምሪት
8. የድርጅት ቦታ ምሪት
9. ከፍ/ቤት፣ ከባንክ፣ ከቀበሌ ወይም ከሌሎች መስሪያ ቤቶች የሚጻፍ ልዩ ልዩ ደብዳቤዎች
10. ለጠፋ ወይም ላረጁ የቦታ ካርታዎች ምትክ በካርታ ማዘጋጀት
11. ይዘታ ለመክፈል ወይም ለመቀላቀል ለሚፈልጉ ካርታ ማዘጋጀት
12. ለነባር ግንባታ የእድሳት ፈቃድ መስጠት
13. የልደት የምስክር ወረቀት መስጠት
14. የጋብቻ ምስክር ወረቀት መስጠት
15. የቁራ አገልግሎት መስጠት
16. የፍላጎት ቆሻሻ ማንሳት አገልግሎት መስጠት
17. የብስክሌት ሰሌዳ ቁጥር መስጠት
18. የመናፊሻ አገልግሎት መስጠት
19. የነፃ ህክምና የድጋፍ ማስረጃ መስጠት
20. የገበያ መደብ አገልግሎት መስጠት
21. የከተማ አገልግሎት በጠፍ የያዘውን ክብት ለባለቤቱ ማስረከብ
22. የማሽነሪና የተሽከርካሪ፣ የቁጠባቤቶች፣ የገበያ ሱቆች የመዝናኛ ማዕከሎች ኪራይ
23. ለከተማ አገልግሎት ለተሰጡ አገልግሎቶች የሚቀርብ የክፍያ ጥያቄ
24. የሞት የምስክር ወረቀት መስጠት

25. ያላገቡ ለመሆኑ መረጃ መስጠት፤
26. በከተማ አገልግሎት ሥር የሚገኙ ቤቶችን ማከራየት
27. የይገባኛል ጥያቄ በሚቀርብባቸው የተወረሱ ቤቶች ላይ መረጃ መስጠት
28. በግለሰቦች ስም የተመዘገበ ቤት የሌለ ለመሆኑ መረጃ ሲጠየቅ መስጠት
29. በማህደር ውስጥ የሚገኝ መረጃ ኮፒ እንድሰጥ የሚቀርብ ጥያቄ ማስተናገድ
30. የጎርፍ አደጋ እና መሰል የህብረተሰብ ጥያቄዎችን ማስተናገድ
31. የፓርኪንግ አገልግሎት መስጠት
32. የከተማውን ውበት በተፈጥሮ የውበት እጽዋት/ዛፎች/ አበባዎች/ በመጠቀም መጠበቅ አደባባዮችን ማሳመርና ውበታቸውንም መጠበቅ እና የጎዳና ጽዳት ማከናወን
33. የመናኸሪያ አገልግሎት መስጠት
34. የመቃብር አገልግሎት መስጠት
35. የደረቅ ቆሻሻ ማጠራቀሚያ ጉድጓድ ማስቆፈር
36. የጋሪ ፈቃድ የስመ ንብረት ማዛወር አገልግሎት መስጠት
37. ከተለያዩ መ/ቤቶች የሚቀርቡ የሙያ ትብብር ጥያቄዎች ማስተናገድ
38. በዋና ዋና መንገዶች ላይ የመንገድ መብራት ማስገባት፤ የውሃ መስመር መዘርጋት እና መንገድ መጥረግ
39. የውስጥ ለውስጥ መንገድ ሥራ፤ የካናል ሥራ እና የመሳሰሉትን ማሟላት
40. የእሳት አደጋ መከላከል አገልግሎት መስጠት
41. በፍ/ቤት ትዕዛዝ ጋብቻ ማፍረስ

## **Annex 2**

### **QUESTIONNAIRE**

#### **Addis Ababa University, School of Graduate Studies, Faculty of Business and Economics, Department of Public Administration and Development Management**

This questionnaire is designed by the 2<sup>nd</sup> year student of masters of public administration at Addis Ababa University. The questionnaire has prepared to be filled by the employees and clients/customers of Kombolcha municipal service and Harbu municipality. Clients/ customers of the Municipalities include: Businessman, Employee of other organizations, farmers, Unemployed persons and youth.

#### **General Directions:**

The main purpose of this questionnaire is to collect data on the implementation and challenges of Service Delivery Reform (SDR) being undertaken by Kombolcha municipal service and Harbu municipality. 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 the success of this study.

Please indicate your response according to the instruction of each category of the questionnaire.

Note: Your name and address will not be stated in this research and all information that you provide will be kept strictly confidential.

Thank you in advance for your cooperation!

## **PART I. General personal information of the respondents**

Sign 'x' mark in front of each information or item provided in the box of your choice (please provide only one 'x' mark for one question).

1. Name of the municipality where you are at  
Kombolcha municipal service  Harbu municipality
2. Gender Male  Female
3. You are\_\_\_\_\_. Staff of the municipality  Businessman  Employee of other organization Farmer Unemployed person youth
4. Educational status up to grade 8  9 – 12  Diploma   
First degree and above
5. Religion: Muslim  Christian  other religions\_\_\_\_\_ (cite),  
No religion

**PART II: Questions regarding the preparation for the implementation of Service Delivery Reform, Please, circle your best choice for the answer and give your answer by writing your opinion where necessary.**

1. Enough budget was allocated for the implementation of the service delivery reform.  
A. Strongly agree D. Disagree  
B. Agree E. Strongly disagree  
C. Neither agree nor disagree
2. Trained manpower especially civil service reform officer is assigned to coordinate the implementation of the service delivery reform.  
A. Strongly agree D. Disagree  
B. Agree E. Strongly disagree  
C. Neither agree nor disagree
3. Awareness creation was undertaken regarding the service delivery reform.  
A. Strongly agree D. Disagree  
B. Agree E. Strongly disagree  
C. Neither agree nor disagree



5. Which department/section made the delay more?
- |                        |                            |
|------------------------|----------------------------|
| A. Reception           | D. Design and construction |
| B. Record office       | E. General Manager         |
| C. Land administration | F. Others_____ (cite)      |
6. Important services are decentralized to department and kebele level for the convenient of clients.
- |                               |                      |
|-------------------------------|----------------------|
| A. Strongly agree             | D. Disagree          |
| B. Agree                      | E. Strongly disagree |
| C. Neither agree nor disagree |                      |
7. Services that can be given by the private sector are outsourced.
- |                               |                      |
|-------------------------------|----------------------|
| A. Strongly agree             | D. Disagree          |
| B. Agree                      | E. Strongly disagree |
| C. Neither agree nor disagree |                      |
8. Services that should be transferred to the private sector are:
- |   |                                |
|---|--------------------------------|
| A. Land provision                                 | D. waste management            |
| B. License of construction, marriage and birthday | E. Other services____(specify) |
| C. Slaughterhouse service                         |                                |
9. Services that should be decentralized to Kebele level are:
- |   |                                 |
|---|---------------------------------|
| A. Land provision                                   | D. waste management             |
| B. License of construction, marriage, and birthday. | E. Other services____ (specify) |
| C. Slaughterhouse service                           |                                 |
10. Service Delivery Reform makes the organization structure of the municipality suitable to give fast and quality service to clients.
- |                               |                      |
|-------------------------------|----------------------|
| A. Strongly agree             | D. Disagree          |
| B. Agree                      | E. Strongly disagree |
| C. Neither agree nor disagree |                      |
11. Service Delivery Reform reduced costs and increased revenue for the municipality.
- |                   |                               |                      |
|-------------------|-------------------------------|----------------------|
| A. Strongly agree | C. Neither agree nor disagree |                      |
| B. Agree          | D. Disagree                   | E. Strongly disagree |

12. Payment for the services given is reasonable.
- A. Strongly agree
  - B. Agree
  - C. Neither agree nor disagree
  - D. Disagree
  - E. Strongly disagree
13. Clients satisfaction in land provision, infrastructure, license provision and other municipal services is increased.
- A. Strongly agree
  - B. Agree
  - C. Neither agree nor disagree
  - D. Disagree
  - E. Strongly disagree
14. Complaint handling mechanism is organized and serves properly.
- A. Strongly agree
  - B. Agree
  - C. Neither agree nor disagree
  - D. Disagree
  - E. Strongly disagree
15. Opinions entered to the opinion collection box and comes in different mechanism have been seen and got solution by the concerned body.
- A. Strongly agree
  - B. Agree
  - C. Neither agree nor disagree
  - D. Disagree
  - E. Strongly disagree
16. The municipality performs customer satisfaction survey and discussion with clients and using as an input to improve public service delivery.
- A. Strongly agree
  - B. Agree
  - C. Neither agree nor disagree
  - D. Disagree
  - E. Strongly disagree
17. Result oriented work evaluation is practically observed.
- A. Strongly agree
  - B. Agree
  - C. Neither agree nor disagree
  - D. Disagree
  - E. Strongly disagree
18. Workers increasingly have become responsible and accountable.
- A. Strongly agree
  - B. Agree
  - C. Neither agree nor disagree
  - D. Disagree
  - E. Strongly disagree



**PART IV: Major challenges encountered in implementing Service Delivery Reform,  
Please, circle your best choice for the answer and give your answer  
by writing your opinion where necessary.**

**I. Challenges related with institutional capacity of the municipality**

1. Very high work burden in the municipality.

- |                               |                      |
|-------------------------------|----------------------|
| A. Strongly agree             | D. Disagree          |
| B. Agree                      | E. Strongly disagree |
| C. Neither agree nor disagree |                      |

2. Lack of adequate budget.

- |                               |                      |
|-------------------------------|----------------------|
| A. Strongly agree             | D. Disagree          |
| B. Agree                      | E. Strongly disagree |
| C. Neither agree nor disagree |                      |

3. Shortage of skilled manpower.

- |                               |                      |
|-------------------------------|----------------------|
| A. Strongly agree             | D. Disagree          |
| B. Agree                      | E. Strongly disagree |
| C. Neither agree nor disagree |                      |

4. Insignificant decentralization of services to the kebele and department level.

- |                               |                      |
|-------------------------------|----------------------|
| A. Strongly agree             | D. Disagree          |
| B. Agree                      | E. Strongly disagree |
| C. Neither agree nor disagree |                      |

5. There is no customer satisfaction survey to scale up the Service Delivery Reform.

- |                               |                      |
|-------------------------------|----------------------|
| A. Strongly agree             | D. Disagree          |
| B. Agree                      | E. Strongly disagree |
| C. Neither agree nor disagree |                      |

6. Long organizational structure for service delivery.

- |                               |                      |
|-------------------------------|----------------------|
| A. Strongly agree             | D. Disagree          |
| B. Agree                      | E. Strongly disagree |
| C. Neither agree nor disagree |                      |

7. Low participation of private sector in service delivery.

- |                               |                      |
|-------------------------------|----------------------|
| A. Strongly agree             | D. Disagree          |
| B. Agree                      | E. Strongly disagree |
| C. Neither agree nor disagree |                      |

## **II. Challenges related to the attitude of officials and employees**

8. Lack of commitment from officials.

- |                               |                      |
|-------------------------------|----------------------|
| A. Strongly agree             | D. Disagree          |
| B. Agree                      | E. Strongly disagree |
| C. Neither agree nor disagree |                      |

9. Unavailability of decision maker.

- |                               |                      |
|-------------------------------|----------------------|
| A. Strongly agree             | D. Disagree          |
| B. Agree                      | E. Strongly disagree |
| C. Neither agree nor disagree |                      |

10. Lack of proper service provider attitude towards clients /customers.

- |                               |                      |
|-------------------------------|----------------------|
| A. Strongly agree             | D. Disagree          |
| B. Agree                      | E. Strongly disagree |
| C. Neither agree nor disagree |                      |

11. No mechanism to make officials accountable when they are not right.

- |                               |                      |
|-------------------------------|----------------------|
| A. Strongly agree             | D. Disagree          |
| B. Agree                      | E. Strongly disagree |
| C. Neither agree nor disagree |                      |

12. The interest of employees and officials to continue with the existing service delivery system.

- |                               |                      |
|-------------------------------|----------------------|
| A. Strongly agree             | D. Disagree          |
| B. Agree                      | E. Strongly disagree |
| C. Neither agree nor disagree |                      |

13. No ongoing consultation in the public and failure to make things right.

- |                   |                               |                      |
|-------------------|-------------------------------|----------------------|
| A. Strongly agree | C. Neither agree nor disagree |                      |
| B. Agree          | D. Disagree                   | E. Strongly disagree |

14. Existence of malpractices such as nepotism, bribe, fraud, delay, etc.

- A. Strongly agree
- B. Agree
- C. Neither agree nor disagree
- D. Disagree
- E. Strongly disagree

15. Existence of extra meeting for officials and employees.

- A. Strongly agree
- B. Agree
- C. Neither agree nor disagree
- D. Disagree
- E. Strongly disagree

### **III. Challenges related to the external factors**

16. Lack of support from bureau of capacity building and works and urban development, from department of works and urban development and from city/Woreda administration.

- A. Strongly agree
- B. Agree
- C. Neither agree nor disagree
- D. Disagree
- E. Strongly disagree

17. Lack of clarity of policy, strategies and regulations of the reform.

- A. Strongly agree
- B. Agree
- C. Neither agree nor disagree
- D. Disagree
- E. Strongly disagree

18. Other interference in customer relations.

- A. Strongly agree
- B. Agree
- C. Neither agree nor disagree
- D. Disagree
- E. Strongly disagree

19. Subjective and biased evaluation system on employees.

- A. Strongly agree
- B. Agree
- C. Neither agree nor disagree
- D. Disagree
- E. Strongly disagree

20. The possible solutions to improve service delivery in the municipality can be:

- A. Direct Delivery by government
- B. Devolution of services to the lower level
- C. Privatization
- D. Cut the state activities
- E. Contracting out
- F. Enforced Tendering
- G. Deregulation and Liberalization
- H. Internal competition
- I. Other solution\_\_\_\_\_ (cite)

### Annex 3

በአዲስ አበባ ዩኒቨርሲቲ ድህረ ምረቃ ኅሮግራም የህዝብና ልማት አስተዳደር ድህረ ምረቃ ክፍል

#### መጠይቅ 1.

ይህ መጠይቅ የተዘጋጀው በአዲስ አበባ ዩኒቨርሲቲ በህዝብና ልማት አስተዳደር ድህረ ምረቃ ክፍል የ2ኛ ዓመት ተማሪ ነው። መጠይቁ በኮምፖዛት ከተማ አገልግሎትና በሀርቡ ማዘጋጃ ቤት ሠራተኞችና ደንበኞች ወይም አገልግሎት ተቀባዮች እንዲሞላ ታስቦ የተዘጋጀ ነው። ለጥናቱ ያመች ዘንድ ተገልጋዮች/ደንበኞች አርሶ አደር፣ የሌሎች መስሪያቤት ሰራተኛ፣ ባለሀብት/ ኢንቨስተር፣ ስራ-ፈላጊና ወጣት በሚል በአምስት ተከፋፍለዋል።

#### አጠቃላይ አቅጣጫዎች፡-

የመጠይቁ ዋነኛ ዓላማ በኮምፖዛት ከተማ አገልግሎትና በሀርቡ ማዘጋጃ ቤት ሥራ ላይ የዋለው የአገልግሎት አሰጣጥ ማሻሻያ ኅሮግራም አፈፃፀምና ያጋጠሙ ችግሮችን የተመለከተ መረጃ ለመሰብሰብ ነው። የተዘጋጀው መጠይቅ በግልፅ ለትምህርት ሥራ የሚውል መረጃ ለመሰብሰብ በመሆኑ የማንንም የፖለቲካ አመለካከት አያንፀባርቅም። ስለሆነም በሚሰጡት መረጃ ምክንያት የማንንም የግል ህይወት የሚነካ ሁኔታ አይፈጠርም።

ስለዚህ የርስዎ ሚዛናዊ፣ ግልፅና ወቅታዊ ምላሽ ለጥናቱ ውጤታማ መሆን ከፍተኛ አስተዋፅኦ አለው። ለእያንዳንዱ ጥያቄ ቀድሞ በተፃፈው ትዕዛዝ መሠረት ምላሽ እንዲሰጡ በአክብሮት እጠይቃለሁ። ማብራሪያ ለሚያስፈልጋቸው ጥያቄዎች የሚያውቁትንና የተሰማዎትን በግልፅ እንዲያሰፍሩ በአክብሮት እጠይቃለሁ።

- የርስዎን ስምና አድራሻ መፃፍ አያስፈልግም። የሚሰጡት መረጃም ሚስጥራዊነቱ የተጠበቀ ነው።

ለትብብርዎ በቅድሚያ ከልብ አመሰግናለሁ!

**ክፍል I. የመልስ ሰጭዎችን የግል ሁኔታ ለማወቅ የቀረቡ ጥያቄዎች**

ለቀረቡት ጥያቄዎች መልስ ብለው ከመረጡት ፊት ለፊት ካለው ሣጥን የ'x' ምልክት ያድርጉ /ለአንድ ጥያቄ አንድ 'x' ብቻ ያድርጉ/።

1. እርስዎ ያሉበት አካባቢ ማዘጋጃቤት ወይም ከተማ አገልግሎት የትኛው ነው፡

ከምዕልቻ ከተማ አገልግሎት  ሀርቡ ማዘጋጃ ቤት

2. ጾታ፡ ወንድ  ሴት

3. እርስዎ የሚወክሉት የህብረተሰብ ክፍል የትኛው ነው፡ የማዘጋጃቤቱ ስራተኛ  አርሶአደር

ባለሀብት/ኢንቨስተር  የሌሎች መስሪያቤቶች ስራተኛ  ስራ-ፈላጊ ወጣት

4. የትምህርት ደረጃ፡ ከ0-8ኛ ክፍል  ከ9-12  ዲፕሎማ

የመጀመሪያ ዲግሪና ከዚያ በላይ

5. ሃይማኖት፡ ሙስሊም  ክርስቲያን  ሌላ ሃይማኖት----- (ይግለጹት)

የማንንም ሀይማኖት የማይከተል/የማትከተል

**ክፍል II. የአገልግሎት አሰጣጥ ማሻሻያ ኘሮግራምን ሥራ ላይ ለማዋል የተደረጉ ቅድመ ዝግጅቶችን የተመለከቱ ጥያቄዎች፡**

እባክዎትን በቀረበው አረፍተነገር ምን ያክል እንደሚስማሙ ወይም እንደማይስማሙ ከቀረቡት አማራጮች ውስጥ አንዱን በማክብብና አስፈላጊ ሆኖ ሲገኝ የራስዎትን አስተያየት በመጻፍ መልስ ይስጡ።

1. የአገልግሎት አሰጣጥ ማሻሻያ ኘሮግራሙን ስራ ላይ ለማዋል አመች ቢሮና በቂ

በጀት ተመድቧል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መውሰን አልችልም

2. የአገልግሎት አሰጣጥ ማሻሻያ ፕሮግራሙን ለመፈጸምና ለማስተባበር የሰለጠነ የሰው ኃይል በተለይም የስቪል ሰርቪስ ኤክስፐርት ተመድቧል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

3. ስለማሻሻያ ፕሮግራሙ አገልግሎት ሰጭዎችና ተቀባዮች በቂ ግንዛቤ አላቸው።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

4. የአገልግሎት አሰጣጥ ሂደትን መልሶ የማደራጀት (Business Process Reengineering) እንዲሁም የረጅም ጊዜ እቅድና አመራር ተሰርቶ ተግባራዊ ሆኗል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

5. የአገልግሎቱን ሂደት አመልካችና ደምበኞች አሟልተው መቅረብ ያለባቸውን ሁኔታ የሚገልጽ ጽሁፍ እንዲሁም የመረጃ ዴስክ በግቢ ውስጥ በመኖሩ ተገልጋዮች የተሟላ መረጃ ያገኛሉ።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

6. ማዘጋጃ ቤቱ ወይም አገልግሎት ጽ/ቤቱ አገልግሎት አሰጣጡን ለማሻሻል ዋና ዋና አገልግሎቶችን በአንድ ክፍል ውስጥ (one stop shop) በማደራጀት እየሰራ ይገኛል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

**ክፍል III. የአገልግሎት አሰጣጥ ማሻሻያ ኘሮግራም ዋና ዋና**

**ውጤቶችን የተመለከቱ ጠያቂዎች፡**

እባክዎትን በቀረበዉ አረፍተነገር ምን ያክል እንደሚስማሙ ወይም እንደማይስማሙ ከቀረቡት አማራጮች ዉስጥ አንዱን በማክበብና አስፈላጊ ሆኖ ሲገኝ የራስዎትን አስተያየት በመጻፍ መልስ ይስጡ።

1. የአገልግሎት አሰጣጥ ማሻሻያ ፕሮግራም ተግባራዊ ከተደረገ በኋላ ማዘጋጃቤቱ ጠቃሚ ለዉጤቶችን አድርጓል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

2. ከተማ አገልግሎቱ ወይም ማዘጋጃቤቱ የአገልግሎት አሰጣጥ ደረጃ (standard) አዉጥቶ በትክክል ተግባራዊ አድርጎታል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

3. አገልግሎቶች በተመደበላቸዉ ጊዜ ዉስጥ ለተገልጋዮች ይሰጣሉ።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

4. በተራ ቁጥር 3 ለተጠየቀዉ ጥያቄ መልስዎ “መ ወይም ሠ” ከሆነ ለየትኞቹ አገልግሎቶች ምን ያክል ጊዜ በማዘጋጃቤቱ ዉስጥ እንደሚቆዩ ቢገልጹልኝ፡

5. የትኞቹ መምሪያዎች ወይም ክፍሎች የበለጠ ባለጉዳዮችን ያጉላላሉ፡

- ሀ) እንግዳ ተቀባይ ክፍል      መ) ዲዛይንና ኮንስትራክሽን
- ለ) መዝገብ ቤት              ሠ) ዋና ስራ አስኪያጅ
- ሐ) ቦታ አስተዳደር              ረ) ሌሎች ክፍሎች (ቢገልጹልኝ)-----

6. ለደምበኞች እንዲመኙ በማሰብ አስፈላጊ አገልግሎቶች ወደ መምሪያዎች፤

ወደክፍሎችና ወደቀበሌዎች እንዲወርዱ ተደርጓል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

7. በግል ድርጅቶች ሊሰጡ የሚችሉ አገልግሎቶች ለግል ባለሀብቶች ተሰጥተዋል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

8. ወደ ግል ባለሀብቶች ሊተላለፉ የሚገባቸው አገልግሎቶች፡

- ሀ) የመሬት አቅርቦት      መ) የጽዳት አገልግሎት
- ለ) የቁራ አገልግሎት      ሠ) የልደትና ጋብቻ መረጃ
- ሐ) የግንባታ ፈቃድ፤      ረ) ሌሎች አገልግሎቶች(ቢገልጹልኝ)-----

9. ወደቀበሌ ሊወርዱ ወይም በቀበሌ ደረጃ ሊሰጡ የሚገባቸው አገልግሎቶች፡

- ሀ) የመሬት አቅርቦት      መ) የጽዳት አገልግሎት
- ለ) የቁራ አገልግሎት      ሠ) የልደትና ጋብቻ መረጃ
- ሐ) የግንባታ ፈቃድ፤      ረ) ሌሎች አገልግሎቶች(ቢገልጹልኝ)-----

10. የአገልግሎት አሰጣጥ ማሻሻያ ፕሮግራሙ በመተግበሩ ምክንያት የማዘጋጃቤቱ መዋቅር

ለደንበኞች ፈጣንና ጥራት ያለው አገልግሎት መስጠት አስችሏል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

11. የአገልግሎት አሰጣጥ ማሻሻያ ፕሮግራም የማዘጋጃቤቱ ወጭ እንዲቀንስና ገቢው

እንዲጨምር አድርጓል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

12. ለማዘጋጃቤት አገልግሎት የሚከፈለው ክፍያ ተመጣጣኝ ነው።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

13. በመሬት አቅርቦት፣ በመሰረተልማት፣ በልዩ ልዩ ሰርተፍኬት አሰጣጥና በሌሎችም የማዘጋጃቤቱ አገልግሎቶች የተገልጋዮች እርካታ ጨምሯል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

14. የቅሬታ ማስተናገጃ ሥርዓት ተደራጅቶ በተገቢው እያገለገለ ነው።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

15. በአስተያየት መስጫ ሳጥንና በተለያዩ መንገዶች የሚቀርቡ የተገልጋይ አስተያየቶች በሚመለከተው ክፍል ታይተው ውሳኔና መፍትሄ ያገኛሉ።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

16. አገልግሎት ጽ/ቤቱ ወይም ማዘጋጃቤቱ የተገልጋዮች አስተያየት ጥናትና ከደንበኞች ጋር ወይም በማድረግ አገልግሎት አሰጣጡን ለማሻሻል በግብአትነት ይጠቀምበታል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

17. ውጤት ተኮር የሥራ ምዘና በተግባር ላይ ውሏል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

18. የሠራተኞች የኃላፊነትና የተጠያቂነት ስሜት እየጨመረ መጥቷል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

19. የሰራተኞች ከሥራ መቅረት፣ መዘግየትና አባካኝነት ከጊዜ ወደጊዜ እየቀነሰ መጥቷል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

20. ትክክለኛ ያልሆኑ አሰራሮች ማለትም በዘመድና በጉቦ መስራት፣ ማታለልና ሌሎችም የሥነ ምግባር ግድፈቶች በመሠረታዊነት ቀንሰዋል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

21. የሰራተኞች የህዝብ አገልጋይነት ስሜት ጨምሯል ይህንንም ተገልጋዮች ይመሰክራሉ።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

22. የአገልግሎት አሰጣጥ ማሻሻያ ፕሮግራሙ ኃላፊዎች ከበፊቱ በተሻለ ውሳኔ ለመስጠት በራስ የመተማመን ስሜት እንዲኖራቸው አስችሏል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

23. ኃላፊዎች የአገልግሎት አሰጣጥ ማሻሻያ ፕሮግራሙ ስራ ላይ ከመዋሉ በፊት ከነበረው በተሻለ ለተገልጋዮች ፍላጎት ትኩረት እየሰጡ ነው።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

24. ኃላፊዎች ከሠራተኞች ጋር ጥሩ ግንኙነት አላቸው።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

25. ሀላፊዎች በቅልጥፍና/በብቃት ስራዎችን የመፈጸምና የታሰበውን አላማ የማሳካት (efficiency and effectiveness) ብቃታቸው ጨምሯል።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

ክፍል IV. የአገልግሎት አሰጣጥ ማሻሻያ ኘሮግራሙ ሥራ ላይ ሲውል ያጋጠሙ ዋና ዋና ችግሮችን የተመለከቱ ጥያቄዎች፡

እባክዎትን በቀረበው አረፍተነገር ምን ያክል እንደሚስማሙ ወይም እንደማይስማሙ ከቀረቡት አማራጮች ውስጥ አንዱን በማክበብና አስፈላጊ ሆኖ ሲገኝ የራስዎትን አስተያየት በመጻፍ መልስ ይስጡ።

I. ከማዘጋጃ ቤቱ ተቋማዊ አቅም ጋር የተያያዙ ችግሮች

1. በማዘጋጃ ቤቱ ላይ ክፍተኛ የሥራ ጫና መኖሩ።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

2. በቂ በጀት አለመኖር።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

3. በቂ የሰለጠነ የሰው ኃይል አለመኖር።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

4. ሥራዎች ወይም አገልግሎቶች ለመምሪያዎችና ለቀበሌዎች ተከፋፍለው አለመሰጠታቸው።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

5. በማዘጋጃ ቤቱ በኩል አገልግሎቱን ለማሻሻል የተገልጋዮች አስተያየት ጥናት አለመደረግ።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

6. የመስሪያቤቱ የተገዛዛና ረጅም ድርጅታዊ መዋቅር ለአገልግሎት አሰጣጥ ምቹ አለመሆን።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

7. በግሉ ሴክተር ሊሰጡ የሚችሉ አገልግሎቶች ለግል ባለሀብት አለመሰጠታቸው።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

**II. ከሠራተኞችና ኃላፊዎች አመለካከትና ሥነ ምግባር ጋር የተያያዙ ችግሮች**

8. የኃላፊዎች ቁርጠኝነት ማነስ።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

9. ወሳኔ ሊሰጥ የሚችል አካል አለመኖር።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

10. የሠራተኞችና ኃላፊዎች የህዝብ አገልጋይነት ስሜት አለመኖር።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም              ሐ) መወሰን አልችልም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም

11. ሀላፊዎች ተገቢ ያልሆነ ስራ ሲሰሩ ተጠያቂ የሚሆኑበት አሰራ ያለመኖር።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

12. ሰራተኞችና ሀላፊዎች በተለመደው የአገልግሎት አሰጣጥ ዘዴ ለመቀጠል ያላቸው ፍላጎት ከፍተኛ መሆን።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

13. በስራ ሂደት ህዝቡን ወይም ተገልጋዮችን ያለማማከርና ትክክለኛ ስራዎችን ያለመስራት።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

14. ትክክለኛ ባልሆኑ አሰራሮች ማለትም በዘመድ፣ በገብ፣ በማታለል መስራትና ሌሎችም የሥነ ምግባር ግድፈቶች መኖራቸው።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

15. የሀላፊዎችና ሰራተኞች ስብሰባ መብዛት።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

**III. ከውጫዊ ምክንያቶች ጋር የተያያዙ ችግሮች**

16. ከአቅም ግንባታ ቢሮ፣ ከሥራና ከተማ ልማት ቢሮ፣ ከሥራና ከተማ ልማት መምሪያና ከከተማ አስተዳደር/ከወረዳው በቂ ድጋፍ አለመኖር።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

17. ስለ አገልግሎት አሰጣጥ ማሻሻያ ኘሮግራም በወጡ ፖሊሲዎች፣ ስትራቴጂዎችና መመሪያዎች ላይ ግልፅነት ያለመኖር።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

18. በአገልግሎት አሰጣጥ ጉዳዮች ላይ የሌሎች አካላት ጣልቃገብነት መኖር።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

19. ሠራተኞች የሚገመገሙበት አሠራር ግምታዊና የተዛባ መሆኑ።

- ሀ) በጣም እስማማለሁ      መ) አልስማማም
- ለ) እስማማለሁ              ሠ) በጣም አልስማማም
- ሐ) መወሰን አልችልም

20. የአገልግሎት አሰጣጡን ለማሻሻል ሊደረጉ የሚገባቸው መፍትሄዎች፡

- ሀ) በተለመደው አካሄድ መንግስት በቀጥታ አገልግሎቱን ይስጥ
- ለ) በመንግስት መስሪያቤቶች መካከል ወድድር እንዲኖር ማድረግ
- ሐ) አገልግሎቶችን የበታች አካላት እንዲሰጡ በቂ ስልጣን መስጠት
- መ) በግል ሴክተር ሊሰጡ የሚችሉ አገልግሎቶችን በሙሉ ለግል ባለሀብቶች በባለቤትነት ማስተላለፍ
- ሠ) በአገልግሎቱ ዘርፍ የመንግስትን ድርሻ/ሚና መቀነስ
- ረ) አገልግሎቶችን መንግስታዊ ላልሆኑ አካላት በኮንትራት ማስተላለፍ
- ሰ) ሌሎች መፍትሄዎች ካሉ ቢገልጹልኝ-----

## **Annex 4**

### **ADDIS ABABA UNIVERSITY, SCHOOL OF GRADUATE STUDIES, FACULTY OF BUSINESS AND ECONOMICS, DEPARTMENT OF PUBLIC ADMINISTRATION AND DEVELOPMENT MANAGEMENT**

Checklist interview for the staff of kombolcha municipal service and Harbu municipality

1. Would you mention please, your overall responsibilities and accountability in the municipality?
2. What main services the municipality provides to its customers? How many people were getting service provision per day before 2001? Is there any difference after 2001?
3. What major civil service reform programs were introduced in your municipality?
4. Which among the services your municipality provides reformed at the beginning? Why?
5. Did your municipality give particular attention to one service or to some services? Why?
6. Has the municipality formulated the strategic planning and management (SPM)?
7. If the municipality formulated SPM, what major strengths and weaknesses identified in service delivery?
8. Has the municipality practically implemented what it envisaged on its strategic planning and management?
9. What measures have been taken to sustain the existing strengths and to improve the weaknesses? How?
10. What types of services have been improved their service delivery? To what degree? What main results have you achieved so far? How do you measure them?

11. Are there challenges /problems in the implementation of service delivery reform program (SDRP)? What are they?
  - i. Challenges related to attitude of officials and employees of the municipality
  - ii. Challenges related to the implementation capacity (financial, manpower, technology, other resources, etc).
  - iii. Challenges related to customers attitude (culture, religion, etc)
  - iv. Challenges related to working environment (incentive, officials-employees relationship, etc)
  - v. Challenges related to external factors.
12. Do you think the SDRP will sustain in short period of time? Why? What measures should be taken by whom to make the reform sustainable?
13. What lessons do you think will be transformed to other municipalities, government institutions and non-government institutions? How?
14. If you have any suggestion /comment and recommendation, please well come.

## Annex 5

### **ADDIS ABABA UNIVERSITY, SCHOOL OF GRADUATE STUDIES, FACULTY OF BUSINESS AND ECONOMICS, DEPARTMENT OF PUBLIC ADMINISTRATION AND DEVELOPMENT MANAGEMENT**

Checklist interview for clients /customers of kombolcha municipal service and Harbu municipality

1. For what types of services do you have a relationship with the municipality?
2. For how many years /months are you the client /customer of the municipality?
3. Did you have customer relationship with the municipality before the SDR (2001) or do you know the past real history of the municipality?
4. Can you compare the past history with the present one in relation with service delivery? What difference do you observe?
5. Have you ever observed any malpractices such as bribery, nepotism, fraud and delay while you need any service provision from the municipality?
6. If you have observed such malpractices, what mechanism have you used to get services? How?
7. Is the municipality using “one stop shop”? What do you feel the working atmosphere of workers in such one area?
8. Do you think “one stop shop” is good for customers? Why?
9. Is there any improvement in service delivery in the municipality?
10. If the service delivery is improved, in what perspective do you evaluate? (In terms of time, cost, management commitment, transparency, commitment of civil servants attitude of employee to wards clients /customers, etc.)
11. If you believe that there is service delivery improvement in the municipality, what reason is behind for this? Do you feel that this improvement is because of reform being undertaken in the municipality?
12. Do you think that the improvement will sustain in the future? Why?

13. If the service delivery were not improved, what challenges/problems in the implementation of SDR are there? Please mention the problems in relation to the capacity of municipality, attitude of officials and civil servants, attitude of service receivers, working environment, other factors etc.
14. Can you guess any positive or negative lesson one can draw from the service delivery reform of the municipality? Why?
15. If you have any suggestion /comment, please well come.