

Addis Ababa University
Faculty of Business and Economics
Department of Public Administration and Development Management
Graduate Program

**Assessment of Public Sector Capacity Building Program/PSCAP/
Implementation with Particular Reference to Civil Service
Reform Sub-Program
(Achievements, Challenges and Prospects)
The Case of Addis Ababa City Government**

**A Thesis Submitted to School of Graduate Studies of Addis Ababa
University in Partial Fulfillment of the Requirements for the Degree of
Masters of Arts in Public Administration**

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Addis Ababa

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Abbreviations and Acronyms

ACBF	African Capacity Building Foundation
BCB	Bureau of Capacity Building
BOFED	Bureau of Finance and Economic Development
CSRP	Civil Service Reform Program
DLDP	District Level Decentralization Program
EMCP	Expenditure Management and Control Activities
EPRDF	Ethiopian People Revolutionary Democratic Front
HRM	Human Resource Management
ICB	International Competitive Bidding
ICT	Information and Communication Technologies
IEC	Information, Education and Communication
JSRP	Justice System Reform Program
GOE	Government of Ethiopia
GTZ	German Technical Cooperation
MCB	Ministry of Capacity Building
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
MOFED	Ministry of Finance and Economic Development
NCBP	National Capacity Building Program
NGO	Non-Governmental Organization
NPM	New Public Management
NSA	National statistics Agency
PPD	Planning and Programming Directorate
PSCAP	Public Sector Capacity Building Program
PSR	Public Sector Reform
PEP	Public Expenditure Program
PIP	Program Implementation Plan
ROPE	Results-Oriented Performance Evaluation
RTT	Regional Technical Team
SDPRP	Ethiopia's Sustainable Development and Poverty Reduction Program
SPSS	Statistical Package for Social Science
SWAp	Sector Wide Approach
TSRP	Tax Systems Reform Program
UMCBP	Urban Management Capacity Building Program
UNDP	United Nations Development Program
USAID	United States Agency for International Development
WB	World Bank

Abstract

The objective of the study is to evaluate and critically assess the implementation of PSCAP project in Addis Ababa City Government with particular reference to the civil service reform sub program and its contribution on performance improvement of service delivery. In order to achieve the stated objective, some factors are used to assess and evaluate the program, which focuses on five aspects namely Top management system, Human resource management, Expenditure management, Civil service ethics, and Service delivery reform.

The population of the study was grouped in to higher officials, PSCAP technical staffs, civil servants, stakeholders and customers. Based on this, the survey was carried out on three hierarchical levels (center, sub city and kebele). To analyze the data, semi- structured questionnaires were prepared and distributed to the all levels of employees under the city government hierarchical offices, In addition to the questionnaires, semi structured interview was carried out with key PSCAP stakeholders. Bearing in mind of this focus group discussion and, field observation was conducted to triangulate the response. The data were analyzed through quantitative and qualitative methods. The statistical method used to analyze the quantitative data was percentage, ranges and comparison of the data. The data obtained by using questionnaires were uploaded and enlarged in to percentages by using the Statistical Package for Social Science (SPSS).

The analysis of the data revealed that in spite of the constraints, the Addis Ababa city government CSRP implementation has made some progress in meeting the development objectives stipulated under PSCAP. To improve service delivery, quick wins and BPR have been implemented at all level, to strengthen the human resource extensive training have been conducted to enhance transparency and accountability accounts and budgetary reforms have been implemented, furthermore, different rule, directives and guidelines have been developed as part of the CSRP. However, the findings also indicated some problems in the reform implementation, for instance as a reform leader the top managements had not discharge their responsibilities in reform realization, the reform trend is not sustainable and continuous phenomena, there is irregularity on the pace of the reform implementation and sense of ownership is not yet deepened. Most of the HRM activities are not fully implemented. The

HRM activities so far done were more focused on paper works such as development of guide line, procedures, and regulations. Some of the activities of expenditure management and control system have not been implemented. The finding also indicated the existence of corruption and unethical practices. And also services are still provided based on favoritism or nepotism in the Addis Ababa city service providing institutions. PSCAP institutional and implementation arrangements are not clearly designed. The findings also indicate that all implementing organs of PSCAP are not play their roles and responsibilities as assigned in the PIP. The fund utilization is not effective as well as the PSCAP financial disbursement is poorly performed.

Finally, concerning the overall impact of CSRP, the findings indicated that the implementation of PSCAP-CSRP brings some changes and improves the city government's performance of service delivery system; however, the result is not encouraging as expected. Thus the impact of CSRP in the improvement of public service delivery is little.

Therefore, it is recommended that the top management must develop sense of ownership, build up their competence and enhance capacities of employees. Integrate the CSRP sub components, prioritize its implementation and execute continuous coaching and evaluation are also recommended. Furthermore, for effective implementation of PSCAP, redesigned institutional and implementation arrangements as well as provide strong supports are so vital.

Chapter One

Introduction

1.1 Background

In recognition of the multifaceted problems facing the Government of Ethiopia launched fourteen national capacity building reform programs (NCBP). These reform programs focus on strengthening the institutional, human capital and system of the public institutions.

The national capacity building program is one of the strategies for the long term „state transformation“ agenda. Due attention is also given to support and strengthen the democratization process and economic development. As indicated in the poverty reduction strategy document (SDPRP; 2003), „Capacity building across the public, private, civil society and higher education constitute a key pillar of Ethiopia’s poverty reduction strategy“.

Among these fourteen national capacity building programs, six of them directly involved in public sector which has got attention to rapidly scale up under a consolidated five year federal program called public sector capacity building program / PSCAP/. The objectives of PSCAP as stated in the project appraisal document are; to improve the scale, efficiency and responsiveness of public service delivery at the federal, regional and local level; to empower citizens to participate more effectively in shaping their own development; as well as to promote good governance and accountability (PSCAP; 2004:2).

These objectives will be achieved by scaling up Ethiopia’s ongoing capacity building and institutional transformation efforts in six priority areas under PSCAP. These are; (i) Civil Service Reform Program (CSRP); (ii) District Level Decentralization Program (DLDP); (iii) Urban Management & Development Program (UMCBP); (iv) Tax System Reform Program (TSRP); (v) Justice System Reform Program (JSRP); (vi) Information and Communication Technology (ICT) (PSCAP Project Appraisal Document; 2004:2).

In line with this, the Addis Ababa City Government (AACG) with the support of the federal government and the World Bank (WB) designed five (5) year public sector

capacity building programs (PSCAP) namely CSRP, JSRP, TSRP, UMCBP and ICT. In order to implement the five year program an amount of birr 114 million budget has been secured for the overall program implementation.

In order to implement the program effectively and efficiently as well as for the purpose of day to day management of PSCAP, the city government designed institutional and implementation arrangement that follows the PSCAP program implementation plan /PIP/, but with some adjustments or modification. At city level, the Bureau of Capacity Building (BCB) is responsible for program coordination. For the purposes of day to day management of PSCAP, the BCB's coordinate regional Technical Team (RTT) and Program Coordination Department (PCD). As far as financial management is concerned, the Bureau of Finance and Economic Development (BOFED) is being discharged the responsibilities.

When we see the PSCAP implementation in Addis Ababa, the sub-programs have made some progresses in meeting the development objectives of PSCAP. To improve service delivery, service standards have been set, city revenue has been raised, and automation and computerized system have been installed. Regarding the development and adoption of urban development policy and strategy different municipal and non municipal proclamations, directives and guidelines have been developed; extensive in-house and generic training had been conducted (PSCAP Joint supervision mission Aide Memoir; 2007:12).

In spite of the achievements, however, there are problems in program implementation and sustainability. The program is poorly performed when compared with the development objectives. Particularly the aftermath of the last election had adversely affected the implementation of the reform program. Therefore, the purpose of this research study is evaluate and critically assess the implementation of PSCAP project in Addis Ababa City Government with particular reference to the civil service reform sub program.

1.2 Statement of the problem

According to the World Bank's (1991:6) study, development depends on the capacity of society to analyze, adapt, initiate, and manage change. One of the root causes of the economic crisis facing Africa has been the lack of capacity in governments and institutions to respond quickly and decisively to a rapidly changing global economic environment.

In considering the above problems the Ethiopian government launched a state transformation strategy in accordance to the constitution. The strategy involved the creation of federal state structure based on ethnically delineated regional states responsible for a broad range of the countries political, economic, and social objectives in accordance to the constitution. The regions are also responsible for implementing the reform activities in line with the transformation strategy. However, the results of these efforts mixed up, and the initiatives have modest impact in relieving the institutional and capacity constraints with in the Ethiopian civil service (PSCAP Program Implementation Plan; 2004:1).

Looking at the PSCAP implementation in Addis Ababa, the sub-programs have made some steps forward in meeting the development objectives of the reform program. To improve service delivery, quick wins have been implemented, one stop shop arrangements are initiated, and some services are outsourced. Extensive training was provided to transparency and accountability as part of the CSRP. To review the performance of the program, an assessment had been conducted and the final evaluation report of the project revealed that some positive results have been achieved. The evaluation has also identified some significant achievements across all sub-programs as a result of the PSCAP project support (PSCAP Joint super vision mission Aide Memoir; 2007:12).

Nevertheless, there are also a number of serious challenges and constraints facing the program. These include, lack of coordination between programs, lack of support and guidance from higher officials, and lack of clear institutional arrangement to implement PSCAP. Moreover, the PSCAP program blueprint focused on tight control and centralized arrangement, and there is no institutionalized monitoring and evaluation system (Ibid).

When we see civil service reform sub program, it is the PSCAP flagship, and central focal of all programs for their successful implementation. However there are problems; such as, overlaps between sub programs, critical organizational capacity gaps in many institutions, which are compounded by a high staff turnover, There is no systematic measurement and reward system. The result oriented performance evaluation system /ROPES/ is not yet implemented.

The report also found out that, the aftermath of the 2005 election has adversely affected the implementation of PSCAP in Addis Ababa City Government. The caretaker administration and the provisional cabinet had not been fully involved with PSCAP; there was lack of guidance and support from the highest level officials. (PSCAP Joint supervision mission Aide Memoir; 2007:4).

Even though, some general reviews had been conducted, there is no systematic evaluation and in-depth study regarding the program implementation. Particularly the civil service reform success stories, challenges and prospects have not been systematically documented in a way to promote experience sharing, lessons learning and to acquire the existing knowledge about the reform program. Thus in-depth study is necessary to see the outcome of PSCAP, particularly the impact of civil service reform on transforming the city government service delivery.

Therefore, the study seeks to assess the implementation of PSCAP project with due emphasis on the civil service reform program and its contribution on performance improvement on the implementing agencies service delivery, and find out major challenges and prospects encounter during implementation.

1.3 Objective of the Study

The Study is intended to assess the implementation of PSCAP project and identify and investigate problems and challenges encountered during implementation, and to make solution that help to improve the implementation of public sector capacity building program with due emphasis on the civil service reform sub program.

The specific objectives of the study are;

- To examine the effectiveness of the project, its practice, and to investigate whether the intended PSCAP objectives have been achieved or not,
- To explore the influence or positive outcomes on service delivery that have resulted from the PSCAP Project,
- To assess and examine the achievements and challenges of the civil service reform implementation,
- To suggest possible practical solutions to the problems of program implementation,

1.4 Research questions

Based on the statement of the problem, the study seeks to give answers to the following research questions.

- How has PSCAP been implemented and/or managed?
- To what extent the civil service reform sub program has addressed the objectives interpolated in PSCAP project appraisal document?
- What are the major achievements of the civil service reform sub program on improving the performance of service delivery?
- What are the major constraints/ challenges/ facing PSCAP implementation?
- What are the prospects of the civil service reform sub program in improving the city service delivery?

1.5 Significance of the Study

The finding of the study can help to trace out the achievements of the reform program to date, so that the benefits and challenges may be compared at the three tiers of the city government. The program is a multidimensional and sector wide program, therefore, the findings of this study will also provide essential information and synopsis of /PSCAP/. And it also assists federal and local policy makers, planners and program implementers to acquire current knowledge about the program to make extra study. Moreover, the finding of the study will serve as a reference for researchers who have intentions for further study in the field.

1.6 Scope and Limitations of the Study

Public sector capacity building program is a multidimensional and sector wide program. It is a major initiative of the national government and its cooperating partners. However, this study is limited to the Addis Ababa city government public sector capacity building program, to investigate the achievements, challenges and prospects of PSCAP project implementation with due emphasis on the civil service reform sub program.

The program is a five year project which was launched in 2004 and ended in 2009. Thus, for the purpose of data collection and analysis the study covers the whole period of PSCAP- I. The five years period are very important since it is the final or end of PSCAP-I and the beginning of PSCAP II, for this reason covering the whole period will provide the opportunity to assess the achievements and challenges of PSCAP- I. Hence, the study will cover all the entire period of PSCAP-I project implementation with due emphasis on the civil service reform sub program.

1.7 Research Design and Method

In this research the Addis Ababa City Government is selected to evaluate the PSCAP program, on which the PSCAP project implementation and the civil service reform sub program were taken as unit of analysis and assessed, as well as the sub program implementing agencies, beneficiaries, and stakeholders at all levels (city, sub city and kebele) were the target group of the study. So, to carry out this research, qualitative and quantitative research was used. In order to achieve the objectives of study the following research methodologies were executed.

7.1.1. Sample Size and Sampling Techniques

The population of the study was grouped in to higher officials, PSCAP technical staffs, civil servants and customers. Based on this, the survey was carried on three hierarchical levels (center, sub city and kebele). At the center there are 45 offices from which 15% of them (seven offices) are selected purposively. The researcher used purposive sampling technique at the center level, because those offices are PSCAP program lead agencies, reform implementers, and the major PSCAP resources are allotted to them. This enabled the researcher to get more information on the background of PSCAP, how well CSRP is managed and implemented.

There are 10 sub cities and 99 kebelles in the city out of which 3(30%) sub cities (Arada, Addis Ketema and Gulele sub city) and 6(6%) kebelles were selected randomly to give equal chance of selection. Among the selected sub city and kebele the number of offices in each sub city and kebele are 12 and from which 3 offices (Capacity Building, Finance and Economic Development and Land Development Offices) from each sub city and kebele were selected by purposive sampling because these offices are the major PSCAP resource/fund/ user. 40 percent of civil servants of each office on average were selected to answer the questionnaires. This gives all employees equal chance of selection. Customers were also selected randomly from the selected service providing offices at the sub city level; the sub city service providing offices were selected and approached because most of the services are delivered at the sub city level. Shortage of time and resource constraints

restricted the sample to this manageable size. Thus, the sample size in this category was 255 respondents.

Regarding interview and focus group discussion, purposive sampling was used. This is because the selected groups are PSCAP lead agencies and program coordinators which have the power to decide on PSCAP resources which enables the researcher to get adequate information.

7.1.2. Data collection Technique

The research was conducted using both qualitative and quantitative data collection technique. In order to present a wide range of information, both primary and secondary data sources were also used in the study.

Primary data were collected by using both qualitative and quantitative data collection method such as, questionnaires, in-depth and semi-structured interviews, and focus group discussion. Both techniques enable the researcher to present numerical as well as humanistic depth information. The respondents were selected using both random and purposive sampling techniques.

Meanwhile, secondary data were gathered from, related books, journals, magazines, working papers, and previous reports was used by the researcher as a secondary data sources. In addition, statistical and unpublished documents from federal government, regional states, and World Bank's related to PSCAP, were used. Besides, personal field observation was conducted on the site to find adequate information.

Interview

Semi- structured interview was conducted with key PSCAP stakeholders consisting of Bureau Heads (PSCAP steering committee), Program coordinator Capacity Building heads, PSCAP staffs, CSR directors, World Bank PSCAP team leader, who has the responsibility to coordinate, lead, support and facilitate the reform program. This enables the researcher to get more information on the background of PSCAP, how well PSCAP implemented in the city government and to know more about the key aspects of PSCAP system are being institutionalized. Accordingly ten (10) persons were interviewed the

interview focused on issues stated in the interview questions and their responsibility as leaders and coordinators to implement the reform program at all level. .

Questionnaires

The questionnaires are semi- structured which includes both open ended and closed ended questions. This helps to gather information both qualitative and quantitative data. 225 questionnaires were distributed to all levels of the city government hierarchy, including Agency Heads, Regional technical team, program focal person, program beneficiary and customers. This helps the research to reach quite considerable number of respondents.

Each employee's questionnaire has 47 questions which contain three parts, the first part was concerned with personal information, the second and the third part was focused on PSCAP and CSR implementation. 225 Semi- structured questionnaires were prepared and distributed to all levels of employees under the city government hierarchical offices, from which 45 questionnaires were distributed to at the central offices, 90 questionnaires allotted for sub city and the rest was distributed to kebelles. 30 Semi- structured questionnaires were also prepared and distributed to customers to witness service delivery status from customers' perspective. The Customers were identified and approached randomly from the selected service providing offices at the sub city level; the sub city service providing offices were selected because most of the services are delivered at the sub city level.

Focus group discussion

In considering the study focus group discussion were held with PSCAP Regional Technical Team/RTT/, this is because the RTT are expected to coordinate the overall PSCAP implementation with the bureau of capacity building. Focus group discussion is selected as instrument to get sufficient information on how PSCAP system is being institutionalized, which includes Planning, consultation and coordination, monitoring and reporting, procurement(financial management) and implementation arrangement is functioning. Accordingly focus group discussions were made with eight RTT members using semi structured interview technique and the interview focused on issues stated in the interview questions and their duty as program coordinators to implement the reform program.

Field Observation

In considering the study, field observation were conducted to enrich the information gathered, the researcher visited the selected service providing stations to get first hand information about the service quality of the institutions by setting checklist to triangulate the response by focusing on service standards, office layout, and complaint handling mechanism, information desks, queuing, direction pointers and budes are some of the field works which was observed by the researcher.

Document Review

The annual and semiannual survey reports and other related documents of Capacity Building Bureau regarding civil service reform and PSCAP conditions, and service delivery status of the of the city government institutions were reviewed to see the findings and to compare with the results of the collected data in order to identify grey areas that need an intervention.

7.1.3. Data analysis and Interpretation

Based on The data gathered using different data collection instruments, the Data were analyzed using quantitative and qualitative methods. The statistical method used to analyze the quantitative data was percentage, ranges and comparison of the data. The data obtained by using questionnaires where uploaded and enlarged in to percentages by using the Scientific Package for Social Science (SPSS). Tables and graphs are used to present the data more elaborately in accordance with their importance.

1.8 Organization of the Study

This research paper consists of four chapters. The first chapter is an introductory part, which includes background of the study, statement of the problem, objectives of the study, research questions, significance, and scope of the study and, research methodology. The second chapter deals with the theoretical framework in which relevant literature is reviewed in relation to fundamental theories and their applicability *vis-à-vis* the problem under study. In which some of the major concepts in the study are clarified and components of capacity building are assessed in view of Public sector reform. The third chapter is focused on the data presentation, data analysis and interpretation of the results

with respect to the research question and problems. Finally, the fourth chapter deals with a summary of the findings, conclusions and recommendations of the researcher. References and annexes are also attached at the end.

Chapter Two

Review of Literature

2.1. Introduction

This chapter primarily clarifies basic concepts and definitions pertaining to the study subject. The chapter deals with different levels and conceptual frameworks of capacity building concepts. Moreover, the chapter discuss with capacity building approach, which emphasizes the concept, phases and steps of capacity building cycle.

Further, the chapter dealing with the different views and definitions of civil service reform (CSR) and/or public sector reform (PSR) additionally, the chapter dealing with the development of public sector reform in Africa by focusing on the role of government and the role of donors in public sector reform Historically, there are fluctuating and different points of views about the role of government in the development of public sector reform (PSR) both in developed as well as developing countries. The chapter further discusses the recommendations to building effective public sector reform in Africa. The end of this chapter, the background of Ethiopia capacity building and civil service reform development also presented.

2.2. Theoretical Frame work of Capacity Building

Looking up the concept of capacity buildings in different references, it has various definitions. Thus, the definitions of capacity building are sometimes vague, inconsistent and confusing. Thus several scholars would like to deal the term by the defining capacity first.

2.2.1. “What exactly is Capacity?”

There is a multitude of concepts and definitions about what exactly capacity is. Usually they all refer to the abilities of individuals or organizations to perform functions and to achieve stated objectives. In this regard, United Nations Development Program (UNDP) defined capacity (World Bank, 2005:6).

“Capacity is the process by which individuals, organizations and societies develop abilities to perform functions, solve problems and set and achieve goals premised on ownership choice and self-esteem.”

Capacity is not only the abilities of individuals or organization to achieve their objective, but for others scholars it is also meeting objectives efficiently and effectively. Thus in order to meet the objectives effectively and efficiently a continuing review of framework conditions as well as a dynamic adjustment of functions and objectives are stated as the major factors.

Other scholars, even though agreed with the basic conceptual framework of capacity as abilities of individuals or organizations to achieve objectives, they would like also to state that capacity means more than technical competence or the availability of sufficient financial or material resources. Among scholars in this category, Brown et.al. 2001 defined capacity as.

“The capacity concept includes how such “inputs” are being applied and used to produce certain out puts, results and outcomes. Capacity is also a dynamic multidimensional and directly or indirectly influenced by contextual factors.

Generally, capacity is the abilities of individuals, organizations or societies to achieve objectives effectively and efficiently. It is also not only technical competence and the availability of financial and material resources, but it is a dynamic and multi dimensional process what can be affected by the actual context of the environment in which the practice is undertaken.

2.2.2. Capacity Building Concepts

More than capacity, the terminologies of capacity building are sometimes vague and inconsistent. Most of early definitions are influenced with the practices of Non-Governmental Organizations (NGOs) concerning participation, empowerment, civil society and social movements. Other associated the term capacity building with the endeavor of relief of poverty, distress and suffering. Looking up on the wide ranged scope

about the very vague terms, capacity building definitions related to this research are the following.

- Capacity building is an approach to development not separate from it. It is a response from it. It is a response to the multidimensional process of change, not a set of discrete or pre-packaged technical interventions intended to bring about a pre-defined outcomes (Eade, 2000:4).
- Capacity buildings are the sustainable creation, retention and utilization of capacity in order to reduce poverty, enhance self-reliance and improve people's lives (World Bank, 2005:6).
- Capacity building is a process that increases the ability of persons, organizations or systems to meet its stated purposes and objectives (Brown et.al.2001, cited in GTZ-SfDM (2005:11).
- Capacity building can be seen as a process to induce, or set in motion multi-level change in individuals, groups, organization an systems seeking to strength then the self-adaptive capacities of people and organizations, so that they can respond to a changing environment on a going basis (Morrision, 2001, cited in GTZ-SfDM (2005:11).
- Capacity building like capacity is task specific and while there may be common tools and instruments to be applied, capacity building programs have to be tailored to the specific situation (Milen, 2001, cited in GTZ-SfDM (2005:11).
- Capacity building can be defined as a process to increase the ability of individuals, groups, organizations, communities or societies to (i) analyses their environment (ii) identify problems, needs ,issues and opportunities, (iii) formulate strategies to deal with these problems, issues and needs and size the relevant opportunities (iv) design a plan of action, and (v) assemble and use effectively and on a sustainable basis resources to implement, monitor and evaluate the plan of action, and (iv) use feedback to learn lessons (ACBF, 2001, cited in GTZ-SfDM (2005:11).

Looking at the above mentioned definitions, generally capacity building is a task specific approach and multidimensional process to development and change. It has focused on sustainable creation in order to reduce poverty, enhance self reliance and improve people's lives. It is also a process of increasing the ability of individual organizations to analyses environment, identify problems, needs, issues and opportunities, formulate strategies, and design a plan of action as well as to learn lessons. Thus unequivocally, capacity building to be effective and sustainable, it must include three different levels according to GTZ-SfDM (2005:12).

- i) The system (or institutional) level, like e.g. the regulatory framework, policies and frame conditions that support or hamper the achievements of certain policy objectives.
- ii) The organizational (or entity) level i.e. the structure of organizations, the decision making processes with in organizations, procedures and working mechanisms, management instruments, the relationships and networks between organizations.
- iii) The individual level, i.e. individual skills and qualifications, knowledge, attitude, work ethics and motivations of the people working in organizations.

Capacity Building to be effective it must cover the above mentioned three levels i.e. the individual, the institution and the system. In this regard training is an important component of capacity building because training can enhance skills and competencies of individuals. Thus, it should also encompass the following three dimensions. The first one is human capacity too build individuals capacity with skills to analysis development needs, design and implement strategies, policies and program. The other is organization capacity in order to create group of individuals bound by a common purpose with clear objectives and the internal structures, process, systems, staffing and other resources to achieve them. The last but not the least institutional capacity to establish the formal "rules of the game" and informal norms-for examples in collecting taxes, reporting on the use of public resources, or regulating on private business that provide the frame work of goals and incentives with in which organizations and people operates (World Bank, 2005:7)

2.2.3. A Capacity Building Framework

Capacity building is a multidimensional processes that enabling individuals or organizations to be more effective and efficient in implementing development. In this regard several scholars suggested that enhanced capacity should be treated as a goal in its own right, not merely a means for achieving other development objectives. They are stressed on the importance of capacity building initiative as a significant part for the multidimensional wider process.

The coverage of all dimensions is also stated as one of the major features of successful capacity building. Addressing the human, organizational and institutional dimensions through out the implementation of capacity building should not be neglected for the successfulness of the program. The other factors to be considered are also demand and supply factors, because these factors shape capacity constraints and capacity building opportunities and out comes. Giving due emphasis to the demand and supply factors, capacity building should take adequate account of the prevailing local politics and institutions. Thus, it should not be donor driven rather it should be country owned. Based on these basic features of capacity building, the management consultant (World Bank, 2005), MC Kinsey defines seven essential elements of capacity building.

- ***Aspirations:*** An organization’s mission, vision, and overarching goals, which collectively articulate its common sense of purpose and direction.
- ***Strategy:*** The coherent set of actions and programs aimed at fulfilling the organization’s overarching goals.
- ***Organizational Skills:*** The sum of the organization’s capabilities, including such things (among others) as performance measurement, planning, resource management, and external relationship building.
- ***Human Resources:*** The collective capabilities, experiences, potential and commitment of the organization’s board, management team, staff, and volunteers.
- ***Systems and Infrastructure:*** The organization’s planning, decision making, knowledge management, and administrative systems, as well as the physical and technological assets that support the organization.

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- **Organizational Structure:** The combination of governance, organizational design, inter-functional coordination, and individual job descriptions that shapes the organization's legal and management structure.
 - **Culture:** The connective tissue that binds together the organization, including shared values and practices, behavior norms, and most important, the organization's orientation towards performance.

2.2.4. Levels, Elements and Cycle of Capacity Building

Capacity needs to be built at every level and across all fields of activity. The question is which one comes first. This can bring the dilemma of priority because in every situation there are priorities due to reasons of urgency or deficiency, take precedent over others in their need for attention and resources. In this regard definitions and capacity at different levels are summarized below (Atsushi, 2006:5).

1. Capacity at The Individual Level

Capacity at the individual level is the most fundamental element of capacity. It becomes the foundation for organizational capacity and refers to the will and ability of an individual to set objectives and to achieve the using one's own knowledge and skills (JICA, 2004). Capacity at the individual level includes knowledge, skills, value, attitude, health, awareness, etc. It can be developed through various ways such as formal, non-formal and/or informal education, training, on- the- job- training, independent reading, etc. In the context of organizational development, it is also referred to as human resources development.

2. Capacity at The Organization Level

Capacity at the organization level will determine how individual capacities are utilized and strengthened. It refers to anything that will influence an organization's performance (JICA, 2004) and includes: human resources (capacities of individuals in the organization); physical resources (facilities, equalities, materials, etc); intellectual resources(organization strategy, strategic planning, management, business know- how, production technology, program management, process management (e.g., problem solving skills, decision-making process, communications, etc.); inter-institutional linkage

(network, partnership, etc.); incentive and reward systems; organizational culture and leadership of managers.

3. Capacity at The Environment Level

Capacity at the environment level refers to the environment and conditions necessary for demonstrating capacity at the individual and organizational levels (JICA, 2004). This includes systems and frameworks necessary for the formation or implementation of policies and strategies beyond an individual level. There are various dimensions on environment such as administrative, legal, technological, political, economic, social, cultural, etc. that impinge on and / or mediate the effectiveness and sustainability of capacity building efforts.

Elements on which capacity is based on at the environment level include formal institutions (laws, policies, decrees, ordinances, membership rules etc) informal institutions (customs, cultures, norms, etc.), social capital and social infrastructure, and capacities of individuals and organizations under the environment.

In this due process, there are four elements that are fundamentally important in the concepts of capacity building process. These are building, utilization, Retention and Nurturing (Ogiogio, 2005:2).

According to (Ogiogio, 2005:2) the first of these elements – **building** – is essentially a technical process, which involves capacity needs assessment and project identification, development, appraisal, approval, implementation, monitoring and evaluation. The other three elements do not spontaneously or necessarily result from the first. There is nothing inherently compelling in the process that capacity built must be **utilized, retained and nurtured**, just as these determine the utility of the capacity. The **utilization, retention and nurturing** of capacity requires complementary institutional reforms to change or improve *environmental* incentives for these processes to apply. **Utilization** and **retention** are important for capacity to respond to the purpose for which it is built, while **nurturing** of capacity connotes the need for continuous improvement in the quality of such capacity to avoid decay, irrelevance and non-suitability for modern needs that are rapidly changing and becoming more complex. Capacity that produces capacity or regenerative capacity

must not only be built, utilized and retained; it must be adequately nurtured to ensure that its growth is consistent with changing development needs and complexities of the development environment.

2. 2.5. The capacity building cycle

GTZ-SfDM (2005:21) designed comprehensive systematic capacity building guideline to strengthen participatory and inclusive capacity building approach, the guideline (module-A) emphasizes the concept, phases and steps of capacity building cycle. The guideline helps to assess capacity building needs and to formulate capacity building action plans. This capacity building cycle building blocks consists of five major steps are summarized bellow.

A. Preparation

The preparatory phase of the capacity building cycle addresses, the establishment of the work processes at regional level, the agreement on objective, and the determination of responsibility, roles and function to be performed by various stakeholders. It further accomplishes the mobilization and allocation of resource required to conduct the capacity building needs assessment.

B. Analysis

The analysis phase identifies existing capacity gaps in view of particular regional governance function to be assessed. It adopts specific analytical method and tools for capacity building needs assessment on three capacity levels, i.e. the system, organization, and individual. The final result of this phase is a preliminary list of capacity building needs pertaining to stakeholders involved.

C. Planning

The planning and programming phase transforms identified capacity building needs into multi-year capacity development strategies. A Multi-year capacity building action plan and a medium- term expenditure program provide strategic direction to capacity building interventions, based on established priorities and a sequencing of activities.

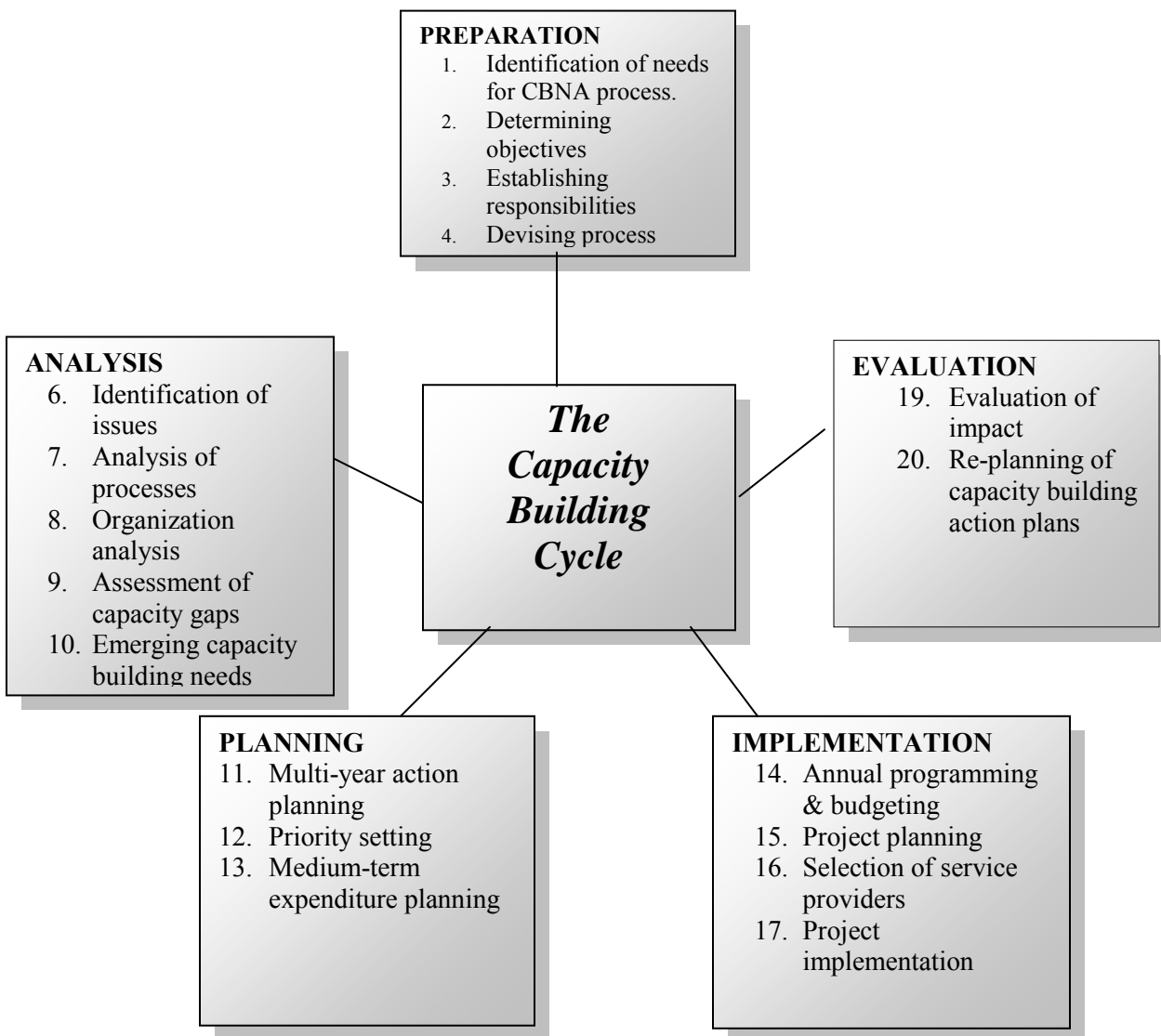
D. Implementation

The implementation of capacity building activities requires sound planning and programming of interventions. Annual programmer based on priority setting and sequencing of activities comprises the frame for annual budgeting and short-term implementation of capacity building actions. Procurement shall be based on competitive tendering. A continuous monitoring of accomplishments ensures that the capacity building process stays on track and that improved governance related products and services are made available to both stakeholders and regional beneficiaries.

E. Evaluation

The final phase deals with the evaluation of outcomes and impacts obtained from capacity building at the regional level. Performance indicators will assess how the organizations or individual improved their performance by utilizing the outputs, and which permanent benefits have been achieved from the enhanced governance performance. Based on that, a re-planning of capacity building action plans shall be done. (Guidelines on capacity Building in the Regions Module-A, 2005)

Fig1 - The Capacity Building Cycle



Source : (Adapted from Guidelines on capacity Building in the Regions Module-A, 2005. Indonesia)

2.2.6. Civil Service Reform, New Public Management and Service Delivery Improvement

The literature dealing with the civil service reform (CSR) and/or public sector reform (PSR) does not give a clear definition of what this type of reform is, while there have been different views and definitions of PSR, many people and researchers see it as the attempt by governments to change way of doing things. The presupposition is that things are not properly managed in the public sector, that unnecessary wastage has crept into the ways the public sector is being run, and that too many people are doing poorly what fewer people can do efficiently. So, changes from the old way of doing things must take place (Omoyefa 2008:17).

Most of the literature tend to treat the following terminologies as if they are the same or synonymous: Civil service reform, public service reform, civil service administration reform, public sector reform or public sector management reform.

Omoyefa (2008:17) who has written on public sector reform uses the terms reform to refer the overhauling of government administrative machinery with the aim of injecting real effectiveness, efficiency running of the public sector is managed.

There is a broad consensus among scholars that the explanation for the emergence of CSR as major reform relates to new public management (NPM). PSR calls for a new public management style of achieving results in place of the traditional ways of doing things. To this end, there has emerged a deliberate policy as well as action to change organizational structures, processes and people's behavior in an attempt to improve government administrative machinery for performance of services at optimal level (Omoyeta 2008:17).

NPM is generally used to describe a management culture that emphasizes administrative reform measures based on public choice theory In this regard Telaye (2007:13) in his writing pointed out, the past two and a half decades have witnessed a series of reforms all over the world, which have been guided by both the global trend shift in public administration leaning towards the philosophy of new public management (NPM) and the public's interest for better service from public instructions. It aims to achieve and

adoption of new values of governance to establish greater efficiency, effectiveness, legitimacy and credibility of the system.

It is a new type of state intervention to seek cooperation and empowerment of citizens. It attempts to limit the role of the state, including downsizing bureaucracy, devolution of authority, cost reduction, contracting out some of the operative functions of government, developing and designing result-oriented appraisal system and commercialization as well as market orientation of the government activities. It encourages government's role as roadmap developer or direction setter for different actors in the development process of a nation (Telaye; 2007:14).

The civil service reform have been guided by both the global trends in public administration leaning towards the philosophy of *New Public Management / NPM/* and the public interest for better services and performance improvement from public institutions. The NPM calls for the adoption of new values of governance to establish greater efficiency, effectiveness, legitimacy and credibility of the system. It is viewed as citizen- friendly, citizen caring and responsive administration. It seeks to offer quality service to customers and raising government performance (Tilaye; 2007:336).

Most scholars in the field stated that service quality is measured by and users or customers need. According to Telaye (2007), the new public management /NPM/ is a new type of state interventions to seek cooperative and empower citizen, limit the state role. It is citizen friendly, citizen caring and responsive administration. It also seeks to offer quality service to customers and raising government performance.

Service quality is measured by and a users or customers need, the new public management /NPM/ is a new type of state interventions to seek cooperative and empower citizen, limit the state role. It is citizen friendly, citizen caring and responsive administration. It also seeks to offer quality service to customers and raising government performance (Telaye, 2007),

With regard to the demand for better services and performance improvement the Ethiopian government develop service delivery policy and defines Public service to refers to those activities of government institutions aimed at satisfying the needs and ensuring

the well being of the society as well as enforcing laws, regulations and directives of the government. The government also furthermore clarifies Service delivery as the systematic arrangement of activities in service giving institutions with the aim of fulfilling the needs and expectations of service users and other stakeholders with the optimum use of resources. In order to achieve the service delivery policy, objectives and policy instruments/ directions are designed (Service Delivery Policy; 2001:1).

Further more the demand for better services and transforming service delivery system, the South African Public service Administration department develop a White Paper on “*A guiding principle of the South Africa will be that of service to the people*” the purpose of the White Paper is to provide a policy framework and a practical implementation strategy for the transformation of public service delivery. It also indicates Public service are not a privilege in a civilized and democratic society, they are legitimate expectation. The White Paper on transforming public service delivery therefore, urgently seeks to introduce a fresh approach to service delivery which puts pressure on system, procedures, attitudes and behavior within the Public service and reorients them in the customers favor. The approach is encapsulated by the name *„Batho Pele’* (meaning “people first”). The Batho Pele policy framework consists of eight service delivery principles these are consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money (Batho Pele’s Service Delivery Policy; 1997:4-12).

Some of this instrument and principles of service delivery that are indicated on the Bathos Pele policy framework and Service Delivery Policy that helps the public service and the customers“ needs to follow are;

Access to Service

- One of the factors that constraints Access to service is the geographic distance that people travel to remote areas to get services , which disengages eligible service users to receive public service To minimize the adverse effect of distance on access to public service, institutions shall carry out ways and means as much as possible in locations that are nearer to recipients by opining new branch offices, delegating commensurate authority and establishing possible mobile services (Service Delivery Policy 2001:11).

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- In Batho Pele principles also identified the effect of distance on access to service, indicating public institutions must draw up and develop strategies to eliminate the disadvantages of distance and redress all barriers to access to service (Batho. Pele, 1997:16)

Coordinating Related Services

- Service users have to go through cumbersome and time consuming process and procedures before they got the appropriate officials /office. Therefore in order to facilitate easy access to services institution should take measures to minimize this undesirable administrative and management practices by Rationalizing existing work process and introduce more efficient procedures, and establish single points of inquiry (Service Delivery Policy, 12001:12)
- The other points to organize and coordinate related services to promote efficiency and reduce in convenience to services users, this will shorten the Journey of service users between or within institution by Introducing one stop shopping, Provide clear and compressive information (Service Delivery Policy, 12001:13)

Positive Attitude /Courtesy

- The concept of courtesy goes much wider than asking public servants to give a polite smile and to say „please“ and „thank you“ though these are certainly required (Batho. Pele, 1997:16) Promoting positive attitude towards serving the public refers to concerted efforts have to be made to bring about fundamental change in the outlook and behavior of officials and employees of public institutors so that they consider theme selves as public servants and accordingly, serve the public genuinely and with due regarded (Service Delivery Policy, 2001:9)

Provide Adequate Information

- Citizens should be given full, accurate information about the public service they are entitled to revive. Information must be provided in a Varity of media and languages to meet the differing needs of deferent customers. (Bota Pale, 1997:17) Service users with full, accurate and up to date information about public institutions will have better understanding of what and where service are provided, and are thus in a better position to benefit from available services (Service Delivery Policy, 2001 :15)

Setting Service standard

- Citizens should be told what level and quality of public service they will receive so that they are aware of to what extent ... (Boatel 1997:14) Service standards are basic management tools for increasing institutions effectiveness. They help to eliminate cumbersome and non-value adding steps / Processes and practices. They also serve as point of reference for ensuring accountability.(Service Delivery Policy, 2001:17)

Consultation and Complaints- Handling

- Consultations are means of obtaining useful and objective views of service users with the aim of improving service delivery on continuous bases (Service Delivery Policy, 2001:16). In addition Institutions should recognize and respect the right of service users to complain. This helps to ensure fairness in service delivery because it gives service users better opportunities to express dissatisfaction in cases of unfair practices (Service Delivery Policy, 2001:14)

2.3. Development of Public Sector Reform in Africa

Capacity building is a multidimensional process of establishing abilities of individuals or organizations in order to bring change or development. And this process takes a long time. As part of capacity building, public service or civil service reform also takes the same long term process even in developed countries to develop reasonable effective public institutions. In this regard Schacter (2000:10) stated as follow the experience of Great Britain.

“In Great Britain, for example, it was only in 1854 that a series of reforms was launched aimed at constructing a merit based public service shaped by rule of law. It took a further 30 years to eliminate patronage as the “modus operandi” of public sector staffing.”

As the experience of Great Britain showed developing reasonable effective public service took hundred years. Thus, it implies the difficulty of developing effective public service in a few decades even for the developed nations. Unequivocally, expecting the

practicability of such effective public service development in developing nations in the space of a few decades is foolhardy. However this is the paradoxical reality of Africa regarding developing effective public sector service.

Africa capacity building initiative which gave birth to the Africa capacity building foundation in the beginning of 1980's can be considered the beginning of developing effective public sector reform. Lack of capacity in governments and institutions to respond decisively to a rapidly changing environment had taken as reason for inefficiencies of governments or institutions. For this matter, lack of public policy analysis as the major factor by Obadan (2003:1).

These are;

- i. There are not enough people with the appropriate qualification and skills to do policy analysis and management.
- ii. There are very limited well-equipped institutions that offer the necessary tools and facilities for the few public policy analysts and managers.
- iii. Africa governments have tended to result have not invested sufficiently in the education and training of indigenous experts and in local policy analysis institutions.

Thus, the widespread interest in capacity building had considered as the solution for the critical need of Africa countries to manage development on their own. Based on this, capacity building programs launched since the beginning of 1980's. Looking the cycle of capacity building, particularly public service capacity building process, there are two stages i.e. state dominated model and donors dominated models.

2.3.1. The role of Government in Public Sector Reform

Historically, there are fluctuating and different points of views about the role of government in the development of public sector reform (PSR) both in developed as well as developing countries. Regarding the implementation of public service reform at the initial stage in Africa, the government involvement in development of the reform had granted by development assistance agencies. Mhone (2003:10) stated the then situation as follow.

“There have been the need to assert centrist tendencies, have tended to be unduly state centric, and as consequences have tended to compromise their ability to be efficient and effective, while at the same time compromising the border governance needs of their societies. Hence there have need calls for the reform of the public sector primarily aimed at making the state or government institutional apparatus market friendly, lean, managerial, decentralized,... in the hope that it would better meet its societal objectives of good governance as well.”

Thus, in the early days of development assistance donors had tended to accept a major and direct role of government in development of public sector reforms. Much of the reform fits into the areas of administrative capacity building, strengthening policy capacity, institutional reform and civil service downsizing. Particularly in the public service reform, in this state dominated model, institutions were expected to depart from their old traditional methods of running administration and the urgent need for a renewed public sector. Omoyefa (2008:17) stated the expectation of the reform

“Public sector reform is the total overhauling of Government administrative machinery with the aim of injecting real effectiveness, efficiency, hard core competence and financial prudence in the running of public sector. In general the main objectives of public sector reform are to achieve better delivery of the basic services that affect living standards of the poor, to create a climate conducive to private sector development”

Generally, the state dominated model dismissed the notion how the public sector should be run and managed by the Government which ought to be serve to the people and considered as profit making institution to be driven by market forces. However, the state dominated reform could not successful as expected and the attitude swung to anti-public sector reform program. Reasons for the failures of stated dominated model of public sector reform stated by Schacter (2000:7) and Mhone (2003:12) as follow.

(i) **Technocratic approach of donors:** - The major factor contributing to the failure of public sector reform has taken the technocratic approach taken by donors. For too long, donors treated public sector reform as an “engineering” problem – a phenomenon to be addressed through “blueprint” or “text book” solutions. There was an assumption that public sector reform problems and their solutions could be fully specified in advance, and that project could be fully defined at the outset and implemented on a predictable timetable, over a fixed period. This accounts for the formulaic and mechanistic approach favored by donors, featuring quantitative targets for payroll and workforce reduction, redrawing of organizational charts, rewriting of job descriptions, training courses for public servants, installation of new systems for human resource and public financial management.

The technocratic approach overlooked the fact that public sector reform had important technical aspect in order to looking up social and political phenomenon direct by human behavior and local circumstances. It is a long and difficult process that requires public servants to change, fundamentally, the way they regard their jobs, their mission, and their interaction with citizens.

(ii) **Failure of local ownership:** - The technocratic remedies supported by donors underplayed the degree to which progress in public sector reform depends up on thorough “cultural change” in the public service. A related flow is the *failure of local ownership* that characterized many donors supported for public sector reform. A powerful lesson to emerge in donors supported for public sector reform that is characterized from top to down is significant reform can not flourish without local leadership and ownership. At the heart of it is a failure of accountability between government and citizens, and citizens communicate their demands for better government, are often manly dysfunctional in countries that are badly in need of public sector reform. Thus, in the state-dominated module one can found a vicious circle.

- Governments of a poor job of delivering public service,
- Citizens, accustomed to years of unresponsive performance and attitude on the part of the government, feel little motivation to make demands for better service,

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- The government, sensing little pressure from citizens, feels little accountability to them, and continues to deliver poor public services.

There is thus a failure of demands for public service reform both outside and inside the government. External demand from citizens is muffled by popular cynicism about the public sector and by inadequate channels for communicating demand. Strong internal demand from public sector leaders does not emerge because they feel too little pressure from citizens for change.

(iii) **High level demand of donors:-** A second kind of vicious circle also limits what donors can expect to accomplish in public sector reform. Designing and managing a public sector reform program require a high level of administrative capacity. Specially, it follows that countries most in need of public sector reform are also the ones with the least capacity to manage the process. Schacter (2000:8) stated the example of United Kingdom experience, “public sector reform in the United Kingdom observed that it risks creating administrative overload “. In depth analysis of the experience of United Kingdom can be indicative the most difficulty of administrative load in developing countries implementation of public service reform. And the high demands of donors” administrative capacity had caused additional obstacles in the implementation of public sector reform in developing countries by government.

(iv) **Lack of Matured Democracy:-** While major advances have been made with respect to procedural and judicial democracy, almost all Africa countries are still confronted by the need to attain substantive democracy by realizing Third Generation Rights related to Sustainable Human Development and the Millennium Development Goals, the inability of African Countries to sustain and consolidate the First and Second Generation Right. Thus at the broader levels of governance and the state, the key challenge is one of consolidating democracy and promoting sustainable human development. By implication lack of this Africa

countries democratic system had influenced the success of state dominated model of public sector reforms and brought the failure of the system (Mhone, 2003:10)

2.3.2. The role of Donors in Public sector reform

The public sector reform implementation in Africa started by the government had seen as obstacles by the 1990's. Then the role players swung from the government to donors. According to Mhone (2003,12) the call for comprehensive public sector reform was first articulated in the world Bank's 1981 report entitled "Accelerated Development in Sub-Saharan Africa". The report is also known as the Berg report. The report noted that African economics were witnessing retrogression rather than accelerated growth. The Berg report then identified the following four fundamental problem areas that were regarded as obstacles to economic growth in Africa (Omoyefa 2008:19)..

- i) The first related to poor macroeconomic management in the form of persistent fascia deficit, negative interest rate, price inflation and controlled exchange rates.
- ii) The second concerned the over extended public sector in that ubiquitous parastatals (such as marketing boards, nationalized import substitution industries and so on) were seen to be inefficient entities that squandered resources, while they also distorted prices in so far as they had the mandate to control and regulated certain markets seen as strategic by governments then is poor.
- iii) The third set of problems related to management of the trade regime, which was seen to militate against free trade internationally through high rate of protection and exchange rate that over-valued local currencies.
- iv) A fourth set of problems concerned the fact that many government that claimed to be socialist were spending too much money on public service itself as guarantor of employment, on social services and other consumption related expenditures which were seen to unsuitable in the long term, especially when the prospects of the growth were dim given the global environment at the time

According to Mohone (2003:12), the main philosophy behind the current public sector reform in Africa is the vested economic interest of the international donor's agencies specially the World Bank. However, the international donor's agencies induced Africa countries to embark on public sector reform for the following reasons, according to Omoyefa (2008:20);

- i. Public sector reform would afford Africa countries to generate enough funds to service the debts owed international financial institutions. Through public sector reform many state agencies, parastatals and enterprises are commercialized. This is meant to yield more money to government purse. This money is not meant to provide infrastructural facilities for the citizen but it is to make government financially buoyant enough to continue servicing debts and credit facilities from the World Bank, IMF as well as Paris and London clubs. These institutions are of the view that insolvency on the part of the Africa governments would turn their credit facilities into bad debts. With the public sector reform, they impressed it on Africa governments to have both Debt Management Office and Due process Office so as to monitor the income and expenditure of government for their own purpose. In some case, they would impose one of their own at the World Bank on Africa leaders either as the Minister of Finance or Chief Economic Adviser. In fact, this is the trend in most Africa countries nowadays.
- ii. Also, with the help of public sector reform, privatization becomes the order of the day in Africa. Many state-owned enterprises, corporations and companies are privatized with the proviso for core investor. The core investors require huge finance to be able to have the controlling shares of the privatized companies. The international financial institutions are aware of this fact, which would shut out local players with little financial capabilities. At the end of the day, most of the multinational companies with their headquarters in Europe and America, which have enough financial muscle, would buy up those, privatized companies. Even when few Africans have the financial capabilities. At the end of the day, most of the multinational companies with their headquarters in Europe and America, which have enough financial muscle, would buy up those, privatized companies. Even

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- when few Africans have the financial capability, emphasis would be shifted to technical expertise, which would give foreign companies edge over the indigenous companies. In the regard, public sector reform is meant to empower foreign nationals and to help the multinational companies have total control of all the sectors of Africa economy.
- iii. Public sector reform is another subtle way for the developed countries to make incursions into Africa Armed Forces and national security for their selfish economic ends. In the name of public sector reform, the developed countries. They would offer technical assistance in this regard by bringing their officers to train our officers. In the process they would have exposed our military strength to them. Also, they would condemn our military hardwires as being outmoded and need new ones to be supplied by the so-called developed countries. By this, they would have found ready made markets for their manufactured arms and ammunitions and their economic interest taken care of.
 - iv. Moreover, though public sector reform, wholly supervised by the international financial institutions and their collaborators, the concept of downsizing and right sizing creep into the civil service. Through the exercise the best brains in the continent would be identified and poached away to Europe and America to help develop their own economies at the expense of Africa economy. That is why it is pretty difficult to stem the trend of brain drain pillaging African countries at present.

Even though the international donor's agencies stated the above mentioned reasons as the reasons for the necessity of a new phase of public sector, it is apparent that the philosophy behind the current public sector reform in Africa is the furthering of the economic interests of the developed countries and the so called international donors agencies. And it is clear, the public sector reform was not designed to taken malfunctioning of African states public sector. It was not meant to evolve blueprint for the infrastructural development of Africa states and neither was it meant to develop the abundant human resources of the continent. Rather it was an accidental policy by the

World Bank other agencies to protect their loans and credit facilities granted Africa countries (Omoyefa 2008:19).

Generally the donors dominated model of public sector reform is based on the economic vested interests of international donors' agencies as well as to achieve their loan and credit facilities for African countries. Thus, the malfunctioned public sector of Africa countries is the one that can not get a due emphasis even though the program launched in its name. Unequivocally, the fate of the program is failure. Omoyefa (2000:12) stated the failure of the program as;

“The world Bank Program in public sector reform in Africa... shows that only 1/3 of the Banks projects in this regard produce satisfactory result... and the sustainability of this 1/3 is not even guaranteed. Public sector reform in Africa has achieved little or nothing despite the colossal investment in terms of finance and valuable manpower as well as loss in terms of integrity, cultural and value system on the part of Africa countries.”

The shift from the state-dominated model to the donors dominated module of public sector reforms couldn't bring the successful public service in Africa. Basically the donor's module is not intended to tackle malfunctioning Africa countries public sector, rather than designed to achieve the donors' economical vested interest. Omoyefa (2000:12) stated the following reasons for failure of the donors dominated model of Africa countries public sector reform.

1. The World Bank Report laid the failure of public sector reform at the doorstep of the donor agencies that they accused of employing technocratic approach to public sector reform. According to Schacter, this technocratic approach is based on blueprint solution in which there is “an assumption, that public sector reform problems and their solution could be fully specified in advance, and that project could be fully defined at the outset and implemented on a predictable timetable, over a fixed period” (Schacter, 2000:7)

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2. Another important factor responsible for the failure of public sector reform in Africa is the non-provision for the participation of the locals at the leadership level of the reform. This problem is fallout of the first one. The donor agencies and the international financial agencies completely shut out the locals both in the leadership and ownership of the public sector reform agenda (Ibid).
 3. The international donor agencies and financial institutions fail to release that it is not all developing countries as we have then in Africa that necessarily require reform in their public sectors. The very idea of reform means the existing situation is not all right and it requires change for better. However, we have many countries in Africa such as Swaziland, Lesotho, South Africa, Botswana, Ghana,, Ethiopia, Kenya et cetera whose public sectors are well managed at present even without the much touted public sector reform (Ibid).
 4. Also, even where the public sector reform is desirable, both the Africa leaders who are always eager to embrace public sector reform and their allies in the developed countries fail to realize that the gestation period for public sector reform is long. For it requires a long period of time for public sector reform to have meaning impact on the economy. For instance, the public sector reform carried out in Great Britain in 1854 took 30 years to achieve the desired result. (Schacter 2000). However, the reverse is the case now. Driven by their selfish economic motives and coupled with the ignorance on the part of Africa leaders, the donor agencies expect the current public sector reform in Africa to yield the desired result in a shortest possible period (Ibid).
 5. The failure to put into consideration on the ethical values, communal values and peculiar situations in various African countries by the promoters of public sector reform has dealt a devastating blow to the reform agenda (Ibid).

2.3.3 Challenges in the Building of public service capacity in Africa

Building effective public service system is not an easy task even for the developed nations. As previously mentioned it had taken century for developed nations to build effective public sector system. Thus it is definitely difficult to build effective public sector system in developing world like Africa in decades, because their deficiency is not only in the areas of administrative but also economic, social and political. One of the major factors in this unpleasant state of affairs is lack of or inadequate capacity. According to Mhone (2003) this lack of capacity is accepted by African states in the first African capacity Building foundation in Harare (Obadan; 2005:1).

“Consensus seems to have been reached by various stakeholders that adequate capacity or capacity building is the missing link in Africa development that needs to bridge. Severe capacity deficiencies have been found to constrain progress in the spheres of policy and program formulation articulation and implementation, management and monitoring of the economy mobilization of resources for development, and effective participation of the various countries in the globalization process, among others.”

Thus, the widespread interest in capacity building should not be deniable in order to cope up the above mentioned problems and difficulties. However denying the challenges in the context of Africa is foolhardy.

A. Aid ineffectiveness and Capacity Building

According to the new challenges occasioned by the realities of independence were not just administrative, but also economic, social and political. There was the felt need to address capacity problems in these spheres. In particular, the need to address the capacity problem in the areas of policy formulation and implementation and development management, led to the establishment and expansion of educational institutions including those for higher education, and the welcoming of donor interventions through technical assistance.

Although multilateral and bilateral donors, as well as private foundations, have provided and continue to provide human resource and institutional support to Africa, the results

have generally not been very encouraging. Indeed, according to 1987 World Bank Report, “World Bank Technical Assistance Activities and Issues” - “From an operational point of view, the record of technical assistance, particularly in Sub-Saharan Africa, is perceived by the World Bank, UNDP, donors and recipients as unsatisfactory”. Thus, even though technical assistance has been used by many African countries as a vehicle for capacity building, with billions of US dollars spent every year on this form of assistance, the benefits to African countries have on balance been mixed (Maska, 1997:2). Not only have Africa’s development partners often aggravated the capacity problem through their operational practices and technical assistance has often tend to be supply driven or imposed as a price for financial assistance rather than as a response to local demands. Besides, projects have been over- designed, reflecting an imperfect understanding of the local institutional and cultural environment. And very frequently, lack of technical assistance coordination among the donors has overburdened African institutions and available skilled manpower, and too the often aid agencies have undermined the capacity of core ministries by setting up their own project management units (World Bank, 1991:12) as cited by (Obadan;2005:7).

Generally, African capacity building environment has not been enabling, and being characterized by political instability, poor governance, financial constraints, problem of skills retention and utilization in the public services as well as unstable economic policy environment (Obadan;2005:7).

B. The Development Challenges and Capacity Building

For African countries, capacity building must not be seen as an end in itself, but a means to an end, namely, the attainment of respectable socio- economic development or in the context of current imperatives, the attainment of the Millennium Development Goals (MDGs). Therefore, public service capacity building needs to be considered against the background of the development challenges and the associated capacity building requirements. Indeed, a workable capability strategy must be based on a larger vision of economic and social development, and on capacity needs implied by such a vision. This means that capacity building must become an integral part of the development agenda (Obadan; 2005:9).

The various national assessment teams that preceded the establishment of PACT confirmed that in the public sector, the capacity to design and implement policies, manage and monitor the economy, design and implement budgets, mobilize resources, and manage external resources are weak and non-existent. Furthermore, little attention has been paid to staff or skills development in the civil service and the culture of accountability and meritocracy has practically been forsaken in favor of short-term gains and opportunities. While education and training have deteriorated badly across the whole of Africa, the quality and relevance of education have declined due to many factors (lack of qualified and motivated teachers, poor instructional materials, unsuitable curricula, and poor facilities). While post-secondary and vocational training institutions lack the capacity to provide adequate training, the universities are barely functioning. Besides, judicial, legal, and regulatory capacity has been sorely lacking, a factor at the root of the poor governance that has undermined the development of capacity and the efficient use of existing capacity. (Obadan; 2005:12).

2.3.4. Building Effective Public Sector Reform in Africa

The need of public sector capacity building is undeniable in view of the critical significance to build the African countries, institutions and reform programs. However reform programs i.e. state dominated model and donors dominated had failed to build effective public sector service in Africa. There are also a number of challenges in due process. However, still African countries had continued their endeavor to build effective public sector. Learned from the past experiences several scholars suggested various recommendations for future practices. Among them Schacter (2000:9) suggested the following elements.

- 1. Local leadership and Ownership.** PSR is doomed to fail if the main source of energy and leadership for it comes from outside. Donors cannot play a leading role, and they must not dictate the content, pace and direction of PSR. PSR is, among other things, an intensely political process that will inevitably pose a threat to important local stakeholders. Strong, relentless and well-placed local leadership

is essential for overcoming the political and bureaucratic obstacles that confront a reform program.

- 2. Popular pressure for Reform.** Although local political and bureaucratic leadership is an essential ingredient for PSR, it is not sufficient. The public administration cannot be relied upon to reform itself. Impetus for reform must come from local stakeholders who are outside as well as inside the public sector. Organized civil society (e.g. civic associations, users' groups, labor unions, NGOs,) the private sector, political parties and other influential domestic institutions all have a critically important role to play in pressuring the public sector to do a better job of serving society.
- 3. The Impact of Accountability.** Failed accountability is at the root of public sector dysfunction. A strong bond of accountability between citizens and the public sector generates demand for PSR. Public sector performance is determined to an important extent by the interplay between the public sector and the country's key institutions of accountability. Successful PSR strategies should therefore, be adapted to and (where possible) address shortcomings in the accountability environment within which the public sector operates. Reformers must have an appreciation of factors such as access to information about public programs and public expenditure, their capacity to analyze information about the public sector and place demands on it for better performance, and the degree to which public agencies feel compelled to respond.
- 4. The power of Information.** Wide dissemination of information that allows citizens to monitor public service delivery and public expenditure can have a powerful positive impact on the attitudes and behavior of public officials. Experience in developing countries with "service- delivery surveys" has shown that information flows can set in motion an uncontrollable dynamic promoting a more accountable and better- performing public sector. Donors should use their influence to encourage government to publish timely, complete and accurate information about government operations.

-
5. **The Impact of organizational Culture.** Public sector organizations with a culture that is outcomes- oriented and “mission- driven” appears to have higher levels of performance than organizations lacking these features. This underscores the importance to successful PSR of Public- sector leadership styles and internal performance management practices that focus on results and service to the public.
 6. **Build Capacity for policy- making.** Providing timely and well- argued policy advice to public decision- makers is generally regarded as a core responsibility of the public service. Capacity to fulfill this functions is in short supply in many developing countries, a problem that has been under- addressed by donors. Recent experience in this area has yielded lessons for policy capacity building in developing countries.
 7. **Take a More sophisticated view of Downsizing.** The first generation of public- sector pay and employment reforms generally failed to achieve its objectives. This does not mean that pay and employment reform should be abandoned. It does however suggest that reformers should take a more sophisticated approach to downsizing, seeing it as a means and to the end of a more focused, more effective and more efficient public sector. This means integrating downsizing programs into a larger frame of reference system for setting performance objectives and measuring progress against them, and a reformed pay structure conducive to attracting, retaining and motivating highly qualified staff.

Looking up, the literature review in the fields of African public sector reform practices, several scholars emphasized on the leadership aspect to failures of the endeavor. Thus they are suggested the definite change of African leadership of public sector reforms, one of them is Omoyefa and he suggested the following recommendation as the necessary leadership and renewal towards what public sector reform represent (Omoyefa; 2008:14).

- African countries require institutional leadership that can produce a strong united government built on what Jocelyne Bourgon, the former head of Canadian public service called “a common mission, a common sense of purpose and common values” (Bourgon, 2002). The issue of institutional

leadership is very vital to the overall development of Africa. As world Bank noted.” Underlying the litany of Africa’s development problems is a crisis of governance. By governance is meant the exercise of power to manage a nation’s affairs” (World Bank, 1989:60)

- Where public sector reform is absolutely necessary, the African leaders should jettison the idea of accepting wholesome package of public sector reform would work in their countries. Public sector reform had earlier been introduced in some other developing countries outside Africa.
- There is also a need to exploit indigenous knowledge in carrying out any required reform in the public sector. It has always been a case of the donors’ agencies relying much on their own foreign technical expertise and public management wizardry in implementing reform agenda in the African public sector. They have forgotten that public sector reform “is a social and political phenomenon driven by human behavior and local circumstances” (schacter, 2000:7) so, for a meaningful and impact felt reform to be successfully carried out, it must put into consideration the behavioral pattern, the social context as well as cultural milieu of the people whom the reform is meant for together with the vehicle of the reform i.e. the dramatis personae

2.4. Background of Ethiopia Capacity Building and Civil Service Reform

Capacity Building is a recent phenomenon in Ethiopia. Civil Service Reform Program (CSRP) in 1996 indicative of Ethiopia's "first generation" capacity building efforts, the CSRP sought to build a fair, transparent, efficient, effective, and ethical civil service primarily by creating enabling legislation, developing operating systems, and training of staff (PSCAP Program Implementation Plan; 2004:1).

2.4.1. History of Ethiopia civil service

In the period the world thinking and starting the implementation of capacity building, Ethiopia had started the establishment of its civil service system. As most scholars stated, Ethiopian civil service system established at the period of Emperor Menelik II. In this regard Telaye, (2007, 14) stated.

“Rooted in under the inspiration of western administration, the genesis of the “modern” civil service in Ethiopia dates back to 1907 when Menelik II initiated the formation of a few ministries this was aimed at ensuring or dearly and efficient arrangement to the working of government.

The Ethiopian civil service is not only established lately in comparison with other western countries, but couldn't bring the expected efficiency of the working of government. One of the major reasons for this problem is the illness of the pioneer ruler Menelik II. During the following period of Zewditu the civil service institutions crippled than of the period of Menelik II, due to her weak leadership as well as the power struggle among the feudal lords.

The next era of Emperor Haile Selasie can be stated as the period that basic regulations and orders were issued to modernize the civil service system and also more new institutional and ministerial systems are instituted. Telaye,(2007:15) elaborated the progress as;

In his attempt to build a fairly modern administration the emperor had recognized and instituted a new ministerial system (viz, the council of

ministers) in 1943. He also succeeded in establishing the public administration Institute with the task of studying the restructuring of the civil services, and organizing and administering various training programs to the civil service.

During the Emperor Haile Selassie period not only new ministerial system institutional and modern administrative system established, but also basic rules are issued. One of these was the public service order No23/1961 which created the Central Personnel Agency (CPA) and the current Federal Civil Service Agency (FCSA). The issuance of CPA had established the homogenous public service governed by rules and regulations. The other one is the 1962 regulation of the public service. In this regulation two major issue prescribed (Telaye, 2007:15) .These are;

- a. The basic rules and procedures for such personnel activities such as recruitment, selection, appointment, promotion, transfer and description.
- b. The condition of service of service of a civil servant and their fundamental duties and rights.

The 1972 regulation of public service position, classification and salary scale is also one of the legal frame work issued during the Emperor Haile Selassie period. Even though the establishments of new ministerial systems and issuance of rules and regulations are stated as a better prospect to bringing effective and efficient civil service system, there were several problems in the system. Telaye, (2007:16) stated the followings.

- a. Failure to adhere to established rules
- b. Unwarranted political interference affecting
- c. Nepotism and
- d. Emphasizing political loyalty and relations the ruling class (feudal lords) as the major criterion of appointments and promotions.

The next period of Socialist (Dergue) Era had created a radical change and redesign of the civil service system in the line of centralized socialist ideology. The tremendous expansion of public sector due to nationalization and the proliferation of new government

institutions and corporations can be stated as one of the period characteristics of the civil service during this era.

During this highly centralized and socialist ideology oriented civil service system the line of party, state and government is overlapped. Thus, this brought the down playing of merit and professionalism. And also corruption, in efficient service delivery and increased neglect of due process of law in matters of public concern stated as the short coming of the Dergue Era civil service system by Telaye,(2007:16) in the workshop paper of the First National conference on the achievements, challenges and prospects of the civil service Reform program Implementation in Ethiopia.

The post-Dergue Era (the Ethiopian people's Revolutionary Democratic Front -EPRDF), thus had started civil service system. Measures had taken dictated by the structural Adjustment program (SAP) as well as the EPRDF government introduced a civil service reform program.

2.4.2. Public Sector Capacity Building Program in Ethiopia

The major theme for the change of the civil service system during the post Dergue era is to change and reverse, the previous arrangements of government machinery which was highly centralized and socialist ideology oriented to the new Decentralized, Federalism and free market oriented system.

Looking up this era capacity building process, the EPRDF reform agenda can be classified into three phases, according to Telaye, (2007:16)

The First phase (1991-95):- In this phase the EPRDF government undertook several political and economic measures. Regulating political measures constitutional changes affecting the policy of transition from a single party hegemony to the multiparty democratic system, changing the form of government from unitary to federal, instituting national regional self-government by way of developing tasks and authority to the newly created sub national entities and appointment of the task force were the major ones. Among the economic related measures, changing the centrally planned economic model to the market various, privatization of public enterprise concerns through decentralization and deregulation measures, redeployment and retrenchment of redundant employees,

freezing an authorize recruitment of relevant, lifting the on salary increment were also included;

The second phase (1996-2003):- Among the measure taken in this phase, assessment of the civil service system by the task force constituted for this purpose was the major one. According to Telaye, (2007:17) the task force comments the following gloomy picture of the then civil service system.

- Lack of clear national service delivery policy.
- Insufficient recognition of citizen right
- Lack of accountability
- Excessively hierarchical organization
- Giving priority to the convenience of providence, not users
- More concern on input and routing activities, less on achieving tangible output
- Lack of consultation with clients and lack of complaint handling mechanism
- Absence of a mid term planning and budgeting framework
- Ineffective financial and personal management control
- Erosion of merits
- Inadequate civil service wage and in propriety grading system.
- Poor capacity for strategic and cabinet level decision making.
- Outdating civil service regulation and working systems
- Insufficient focus on modern managerial approaches and multitude of other problems

Thus the second phase of the reform program launched to build a civil service system that can avoid the above mentioned problems. According to the program the second phase reform intended to bring a new system that capable of promoting democracy, federalism and good governance as well as providing a citizens friendly service and supporting the government in social and economic development polices and private sector development. Inline of these, the program focused on five sub-programs. These are

- a) Top management system reform
- b) Human resource management reform

-
- c) Expenditure management and control reform
 - d) Civil service ethics reform
 - e) Public service delivery reform

Strengthen Top level management system

- The objective of this sub-component is to develop top management capacity and improve the systems through which top & middle level managers carry out their core functions at all level so that they will be able to effectively & efficiently discharge their responsibilities, provide sustained leadership to the on-going process of change and reform and translate strategic government policies and programs into the delivery of improved public services.

Improving governance of the Human resource management and control

- The objective of human resources management sub-program is to strengthen the enabling environment and the human and institutional capacities of civil service institutions at all levels and ensure effective and efficient human resources management and control for resulted-oriented performance

Improving Performance and Public Service Delivery

- The objective of the sub-component is to enhance performance and service delivery in all civil service institutions through the identification and roll out of selected reform measures, modern management tools and best practices.

Expenditure administration & control sub-program

- The objective of this sub-component is to build a civil service which is democratic, accountable and transparent. This was to be achieved by completing legislation and working systems and rolling them out to enhance accountability and transparency; developing the accounting and auditing professions;

Ethics

- The objective of this Sub-Program is to improve accountability and transparency within the civil service, and operating under a code of ethics.

However, the result of these efforts, were mixed, despite notable achievements in public financial management, these initiatives have had modest impact in reliving the

institutional and capacity constraints within the Ethiopian civil service. The core services were weak, operational efficiency remained poor, weakness in the design of reform initiatives, such as an overly top down approach. (PSCAP Program Implementation Plan; 2004:1)

The Third Phase (2003):- Taking its lessons from the previous two reform attempts, the government commenced the third phase of its reform agenda in the form of the five year public sector capacity building program /PSCAP/. The program was intended to strengthen working system, improve organizational effectiveness and rapidly develop human resource in public, private, civil society, and higher education sectors. Taking its lesson from the previous reform attempts, the Ministry of Capacity Building has reformulated the objective of CSRP. (Tilaye; 2007:18)

PSCAP is six's of the fourteen program or building blocks which directly involved in the public sector program and one mandatory program support activities. The program is a sector wide approach (SWAP) program. The objective of the SWAP is to improve the scale efficiency and responsiveness of public service delivery at the federal and regional level services to empower citizens to participate more effectively in shaping their own development; and to promote good governance and accountability. These objectives are expected to be achieved by scaling up Ethiopia ongoing capacity building and institutional transformation effort in the above mentioned six priority areas. (PSCAP Program Implementation Plan; 2004:5)

Civil Service Reform Program aims to promote the development of an efficient, effective, transparent, accountable, and ethical civil service. The civil service reform program encompasses five major pillars: expenditure management and control, human resource management, service delivery, ethics, and top management system.

The CSRP is the PSCAP flagship, and is central to its success. It is complex, and has a high degree of overlap with other programs, which requires careful planning and integration. The federal and regional programs are also feeling the absence of a national Human Resource Development (HRD) strategy. The CSRP is hampered by a shortage of skilled staff and workload pressure. Much time has been occupied by the close-out of its

predecessor program, Capacity Building for Decentralized Service Delivery (CBDS). This has also meant that little attention has been paid to systematic collection and interpretation of program performance data. Ironically, for a program that promotes strategic planning, the CSRP still lacks its own five-year plan. (PSCAP Mid-term evaluation report; 2007:13)

2.4.3. Civil Service Reform and Service Delivery Improvement

Some of the changes introduced by way of the implementation of the CSRP like setting up information desk, wearing name budget, Posting direction pointers, arranging compliant handling mechanisms, stipulating service standards, as well as the change introduced by reengineering processes and undertaking quick wins have resulted in reported cases of service delivery improvements having significant impact on customers.

Regarding this studies conducted in CSRP indicated that some of the reform successes registered in some selected organizations was attributed to the competence and dedication of their leadership. However, many of the organization leaders in the civil service were believed to have blurred view about the mission and goal of CSRP (Tilaye, 2007:25)

The Addis Ababa Documentation and Authentication office, Ministry of Trade and Industry, the Ethiopian Customs Authority, the Ethiopian Investment Authority, and others have registered significant results in improving their services (Mesfin, 2009:406). Similarly, Tilaye; (2007:25) put it the results of the civil service reform program implementation as follows “Although the civil service reform efforts have brought about some tangible benefits, they are not as they were expected. In fact, the results are far from desired and even the sustainability of such results is still in question mark. Thus, we have a long way to go for cheering up with our successes.”

Further one of the CSRP component developed to strengthen transparency and accountability and to protect unethical and corrupt practices is the ethics sub program however, even if some efforts made to reduce the problem, the existence of unethical and corrupt practice is practical. According to the corruption survey conducted by the Addis Ababa University (in collaboration with the FEACC), fraud, trickery, embezzlement, extortion, nepotism and theft are believed to be the principal features by which corruption has manifested itself in Ethiopia. It is believed in some quarters that corruption is rampant

in public offices and public enterprises that are engaged in transferring financial resources from public to private. Furthermore, the studies indicate that corruption incidents in Ethiopia are widespread in many institutions; most of government officials abuse and misuse some of their power for their personal benefit. (Profile of the FEACC, 2006; 2)

2.5. Conclusion

This chapter explains capacity building is a multidimensional processes that enabling individuals or organizations to be more effective and efficient in achieving the development goals. In this regard several scholars suggested that enhanced capacity should be treated as a goal in its own right, not merely a means for achieving other development objectives the coverage of all dimensions is also stated as one of the major features of successful capacity building. Addressing the human, organizational and institutional dimensions throughout the implementation of capacity building should not be neglected for the successfulness of the program.

On top of this, the need of public sector capacity building is undeniable in view of the critical significance to build the African countries, institutions and reform programs. Historically, there are fluctuating and different points of views about the role of government and donors in the development of public sector reform (PSR) both in developed as well as developing countries. However reform programs i.e. state dominated model and donors dominated had failed to build effective public sector service in Africa. However, still African countries had continued their endeavor to build effective public sector. Regarding this, scholars suggests different the recommendations to building effective public sector reform in Africa.

In line with this the Ethiopia Civil Service Reform Program (CSRP) which had launched in 1996 indicative of Ethiopia's "first generation" capacity building efforts, the CSRP sought to build a fair, transparent, efficient, effective, and ethical civil service. Some of the changes introduced by way of the implementation of the CSRP like setting up information desk, wearing name budget, Posting direction pointers, arranging compliant handling mechanisms, stipulating service standards, as well as the change introduced by reengineering processes and undertaking quick wins have resulted in reported cases of service delivery improvements having significant impact on customers. Regarding this

studies conducted in CSRП indicated that some of the reform successes registered in some selected organizations was attributed to the competence and dedication of their leadership. However, many of the organization leaders in the civil service were believed to have blurred view about the mission and goal of CSRП.

Chapter Three

DATA PRESENTATION, DISCUSSION, ANALYSIS AND INTERPRETATION

3.1. Introduction

This chapter deals with description of the profile of the Addis Ababa City local governments, and the chapter also includes presentation, analysis and interpretation of data from the study areas. Furthermore, this chapter presents the descriptive elements of the sample taken for the research purpose. In order to achieve the stated objective as described in chapter one customer, stakeholder and employee respondents are identified and pertinent data were gathered with due focused on civil service reform implementation status. The data were gathered using different data collection instruments such as questionnaires, in-depth interviews with key informants, focus group discussions and observations. In addition, official statistical documents were also used in the analysis.

3.2. Background of the Addis Ababa city Administration

Addis Ababa, the capital city of the Federal Democratic Republic of Ethiopia, is a city having an age of 11 decades. Addis Ababa is geographically located at the center of Ethiopia connected with all regions. Its population is estimated around 2,738,248 million (NSA, 2008).

Addis Ababa is the fast growing urban city of the country. The city is not only the political, economical and cultural center of the country but also the seat of the federal government with functioning responsibilities and special administrative powers similar to that of regional governments in the country. Moreover, it has been the seat of the Africa Union (AU) and United Nation Economic Commission for Africa (ECA) and other international NGOs and organizations as well as more than 100 Embassies from all over the world. Addis Ababa has been the diplomatic capital of Africa. The city is also considered as having the status of being undisputed diplomatic capital of Africa.

The Addis Ababa city Government has been intensively under taken fundamental measures to abolish the deep-rooted socio-economic problems taking the new city charter as a framework.

The following interventions are some of the measures taken by the city Government to create a more responsible, efficient and transparent civil servant through institutional reforms, system development and training.

- ◆ The introduction of civil service Reform Program with due attention to service delivery improvements program in all-public institutions.
- ◆ Restructuring of the bureaucratic and administrative echelon of the former four-tier of administration structure to three-tier structure.
- ◆ Devolution and Decentralization of power to the district level (sub-cities and Kebele level) in order to improve access of services closest to the community and decision-making power at lower Administrative unit.
- ◆ Development of legal framework.

In line with this the City of Addis Ababa has been given the right of self-administration by the constitution article 49 and its residents represented in the house of peoples' representatives and in their local councils. From 1995 - 2003 the city organized in to four tiers of administration i.e. city council, 6 zonal administrations, 28 woredas and 328 kebele administrations. However, later the transitional administration revised the city charter and restructured the city in to three tiers of administration specifically, city council, 10 sub-city administrations, and 99 kebeles. This arrangement helped the city to use the available resources optimally and paved the way for exercising self-rule. During this period many of the services, which were concentrated at the center decentralized to sub-city and kebele levels and created better access to the public for public services. Besides, the whole process brought encouraging results in terms of transparency of rules and regulations, service delivery improvements, capacity building, public participation, income generation and governance system. In spite of such progress, the 2005 national election in the city had negatively affected the progress of the already started reform activities; particularly the aftermath of the 2005 election had adversely affected the implementation of the reform program.

Following the election of 2008, the newly elected city Government recognized the multifaceted socio economic problems facing and lay down strategies based on priority areas. The main focused priority agenda of the city government was to undertake capacity building programs which focused on strengthening the institutional, human, and systems capacities of the public institution under the city government.

3.3. Data Presentation

3.3.1 Introduction

In this chapter the researcher also presents the descriptive elements of the sample taken for the research purpose. The objective of the study as described in chapter one, is to evaluate and critically assess the implementation of PSCAP project in Addis Ababa City Government with particular reference to the civil service reform sub program. In order to achieve the stated objective, customer, stakeholders and employee respondents are identified and pertinent data were gathered with due focused on PSCAP - CSRP implementation status.

The population of the study was grouped in to higher officials, PSCAP technical staffs, civil servants, stakeholders and customers. Based on this, the survey was carried on three hierarchical levels (center, sub city and kebele). Semi- structured questionnaires was distributed to all levels of the city government hierarchy. Interview was carried on with key PSCAP stakeholders who consist of Bureau Heads (PSCAP steering committee), Program coordinator Capacity Building heads, PSCAP staffs, CSRP directors, World Bank PSCAP team leader. In considering the study focus group discussion was held with PSCAP Regional Technical Team/RTT/, this is because the RTT are expected to coordinate the overall PSCAP implementation with the bureau of capacity building, taking into account this, field observation was conducted by setting checklist to triangulate the response.

To analyze the data, 225 semi- structured questionnaires were prepared and distributed to the all levels of employees under the city government hierarchical offices, from which 45 questionnaires were distributed to at the central offices, 90 questionnaires allotted for sub city and the rest was distributed to kebelles. Among these questionnaires, 207 employees filled the questionnaires properly, while 18 employees were not able to give their response, that result in a response rate of 92%. Furthermore, 30 Semi- structured questionnaires were prepared and distributed to customers. Among these questionnaires, 27 customers filled the questionnaires properly and returned, while 3 employees were not able to give their response. In addition to the questionnaires, semi structured interview were carried on with key PSCAP stakeholders who consist of Bureau Heads (PSCAP steering committee), Program coordinator Capacity Building heads, PSCAP staffs, CSRP directors, World Bank PSCAP team leader.

Bearing in mind of this focus group discussion was held with PSCAP Regional Technical Team/RTT/, taking into account this, field observation was conducted by setting checklist to triangulate the response. The data obtained by using questionnaires were uploaded and enlarged in to percentages by using the Scientific Package for Social Science (SPSS). Tables and graphs are used to present the data more elaborately in accordance with their importance. Based on The data gathered using different data collection instruments such as questionnaires, structured Interview, review of the respondent and personnel observation, the analysis were made as follows.

3.3.2 Characteristics of staffs Respondents

Employee respondents from the four core services areas at all levels are identified and approached. To analyze the data, 225 semi- structured questionnaires were prepared and distributed to all levels of employees under the city government hierarchical offices, from which 45 questionnaires were distributed to at the central offices, 90 questionnaires allotted for sub city and the rest was distributed to kebelles. Among these questionnaires, 207 employees filled the questionnaires properly and returned, while 8 employees were not able to give their response, that result in a response rate of 92%.

3.3.3 Characteristics of Customer Respondents

Customers are selected randomly from the from the four core services areas at all level are identified and approached; Survey questionnaire included data like age, sex, job category and year of service usage ...etc. these characteristic / relevant variables/ are emphasized and discussed. To analyze the data, 30 Semi- structured questionnaires were prepared and distributed. Among these questionnaires, 27 customers filled the questionnaires properly and returned, while 3 employees were not able to give their response, that result in a response rate of 90%.

3.4. Strengthen Top level management system

To assess the implementation of top management subprogram a sequence of logically framed questions were forwarded to the sampled staff of the city government.

Public sector reform is among other things, an intensely political process, therefore, strong top level management support is essentially important in implementing the reform program. Concerning this staffs were asked to give their view about the extent to which the management supports the activities of the civil service reform program (CSRP). The result (Table 3.1) confirmed that 36.7 percent of the respondent thought the management was very „supportive“ to implement the activities CSRP, and 55.6 percent of the respondents replied they are „supportive to some extent“. While 2.9 percent thought the management was not supportive and 4.8 percent were not aware the extent to which the management support the CSRP. These indicated that even if the management tried to support the program. However, as a reform leader and organizer the top managements have not discharge their responsibilities in reform realization and the management support should not reached at the required level, the data still showed that it is not enough to play its vital role in the implementation of CSRP (Table 3.1).

Table 3.1: Extent of management supports (%)

Very supportive	Is supportive to some extent	Not supportive at all	Don't know
36.7	55.6	2.9	4.8

Source: Organized form survey data

In the same way the respondents were also asked to give their overall view on the level of management commitment on the implementation of CSRP using series of questions as indicated on the Table 3.2. Based on this, the overall aggregate result revealed that the management is committed to the implementation of CSRP, of which 31.9 percent of the respondents indicating that the management evaluate the implementation of CSRP, prepare CSRP annual implementation plan, arranges training and workshop for staffs and build capacity for subordinates to make decisions „All the time“ and 45.2 percent of the respondent replied „some of the time“, while 11.8 percent of respondent replied that the management was not („never be“) committed and the rest 11.2 percent of them said I „don't know“ indicating that they are not aware of their commitment towards the implementation of CSRP

program. As the findings of this study revealed, even if there is some efforts made which shows a sort of dedication and positive trends to support and implement the CSR, however the majority of the respondent replied the management commitment to implement CSR is occasional, on and off and irregular, which implies, it is not sustainable and continuous phenomena and sense of ownership has not yet deepened. Therefore, the top management should developed clear understanding about the concept and objective of the reform, since the success and sustainability of a reform program more depends on the extent to which the leadership committed themselves to implement the reform program for overcoming the political and bureaucratic obstacles. Regarding this studies conducted in CSR indicated that some of the reform successes registered in some selected organizations was attributed to the competence and dedication of their leadership. However, many of the organization leaders in the civil service were believed to have blurred view about the mission and goal of CSR (Tilaye, 2007:25). Thus, the top management of the city government must develop sense of ownership, enhance belongingness, develop communicable plan, and build capacity of staffs to strengthen their competencies. And finally continuous coaching and supervision by developing and implementing monitoring and evaluation system is vital for the overall success of the reform program (Table 3.2).

Table 3.2: Summary of management’s level of commitment to implement the CSR (%)

Commitment of top management	All the time	Some of the time	Never	Don’t know
a. The implementing body for each sub-program evaluates CSR implementation at least every 2 weeks	31.6	48.5	10.2	9.7
b. Management evaluates implementation of the CSR at least every 2 weeks	30.9	47.3	10.1	11.6
c. Management and the implementing bodies together evaluate implementation of the CSR every month	30	42	14.5	13.5
d. Management and the implementing bodies prepare annual CSR implementation plan	47.8	25.1	11.6	15.5
e. Management arranges training workshops/seminars on CSR for staff	19.4	57.3	14.1	9.2
f. Management is building capacity for subordinate staff to make decisions on their own	31.4	50.7	10.1	7.7
	31.9	45.2	11.8	11.2

Source: Organized form survey data

With respect to the implementation of top management program the respondent were asked to give their view and opinions regarding trainings and other related activities that had undertaken to strengthen the top management system.

Table3.3: summary of the staff’s assessment on the top management (%)

Activities to strengthen top management	YES	NO	DON'T KNOW
a. Management have been trained on strategic planning	70.5	9.7	19.8
b. Management have been trained on change management	62.3	12.6	25.1
c. Management have been trained on the results-oriented performance appraisal system/ BSC	51.7	26.6	21.1
d. Management have been trained on budgeting and financial management	40.6	22.7	36.7
e. Management have been trained on project planning and management	35	28.2	36.9
f. Management have been trained on delegation skills and delegation of decision making	39.3	28.6	32
g. Management have been trained on time management	54.1	18.9	26.7
h. Management have been trained on team building	54.1	19	26.8
i. The strategic plan for the City Government has been developed	71.8	11.2	17
j. The strategic plan for the City Government is being implemented	58.9	17.8	23.3
k. The City Government has developed annual action plans	71.6	9.8	18.6
l. The City Government’s annual action plans are being implemented	59	18	22.9
m. Management delegates decision making to subordinate staff	60.2	23.8	16
n. Management evaluate their performances every month	53.7	26.3	20
o. Actions/ decisions taken by Management solve problems	61.7	21.8	16.5
	56.3	19.7	24

Source: Organized form survey data

In a response to this, as indicated in the above table 3.3, the overall aggregate result indicated that 56.3 percent of the respondents stated:

- Management have been trained in different discipline
- City strategic plan has been developed and is being implemented
- The city annual plan has been developed and is being implemented.
- Management delegates decision making to subordinate staffs and
- Management evaluates their performance every month and actions/decisions taken by management solve problems.

Nevertheless 19.7 percent of the respondents, stated “No” and part of the respondents (24 percent) answered “I don’t know”. As the findings this study revealed most of the top management prepare and implement of strategic and annual plan, undertaking trainings and building capacity delegate decision power for subordinates and evaluates their performance every month and actions/decisions taken by management solve problems. However, Considerable amount of the respondents replied the activities designed to strengthen the top level management were not under taken; which indicates the top management didn’t build up his capacities on those reform activities. Since the reform is the top management agenda,

without deep understanding of the reform program the top management cannot lead strategically, still cannot capacitate and empower subordinates, and even would not able to implement and evaluate systematically what has been planned. Therefore the management at all levels should be given trainings on strategic planning and management, change management, and other related leadership skill development trainings to make them play their pivotal role that is coaching and influencing subordinates to work towards the intended objectives

3.5. Improving governance of the Human resource management and control

According CSRP source document, the objective of human resources management sub-program is to strengthen the enabling environment and the human and institutional capacities of civil service institutions at all levels and ensure effective and efficient human resources management and control for result-oriented performance management.

Regarding the human resource management system implementation, the respondents were asked a series of questions. Based on this, the respondents' results are summarized on the Table 3.4 below.

Table 3.4: Staff views on the Implementation of the Human Resources management sub- program (%)

Implementation of the Humana resource management and control	YES	NO	DON'T KNOW
a. Procedures and regulations for dealing with staff disciplinary cases have been developed	62.1	24.8	13.1
b. The procedures for dealing with staff disciplinary cases are being implemented	56.6	28.3	15.1
c. Staff have received training on the staff disciplinary procedures	31.4	55.4	13.2
d. Guidelines and procedures on how to conduct the results oriented performance appraisal system have been developed	42.7	39.3	18
e. Staff have received training on the results oriented performance appraisal system	37.6	48.8	13.7
f. The results oriented performance appraisal system has been implemented	35.4	50.5	14.1
g. A human resources development and training plan has been developed	46.1	36.4	17.5
h. The human resources training program is being implemented	40.3	41.3	18.4
i. Procedures and guidelines have been developed for staff recruitment, selection and transfers	56.4	25.5	18.1
j. Procedures for staff recruitment, selection and transfers are being implemented	51.2	31.2	17.6
k. Procedures on staff promotion are being implemented	42.2	39.2	18.6
l. Personnel records are properly maintained and are up to date	45.1	36.4	18.4
m. Personnel records are confidential and kept in a secure location	44.2	32	23.8
n. IT based HRM systems are being implemented	30.7	51	18.3
	44.4	38.6	17

Source: Organized form survey data

As the above mentioned data indicated in Table 3.4 the majority of the respondents stated, procedures and regulations for dealing with staff disciplinary cases have been developed 62.1 percent and the procedures for dealing with staff disciplinary cases are being implemented 56.6 percent. On the contrary, the majority of the respondents 55.4 percent said that staffs have not received training on the staff disciplinary procedures.

Regarding result oriented performance management and appraisal system the majority of the respondents 42.7 percent said guidelines and procedures on how to conduct the results oriented performance appraisal system have been developed, while 39.3 percent of them said „no“, and 18 percent said „don't know“. On the contrary, the majority of the respondent 48.8 percent answer indicated that Staffs have not received training on the results oriented performance appraisal system. And also the majority of the respondents 50.5 percent said the results oriented performance appraisal system has not been implemented and, 14.1 percent of the respondents didn't aware of the appraisal system implementation and said „I don't know“. According to the majority of the respondents 46.1 percent stated the human resources development and training plan has been developed, 36.4 percent said „not developed“ and the rest 17.5 percent of the respondents were not aware of the development of the training program and said they „don't know“.

Regarding human resources training program implementation, 40.3 percent of the respondents said the training program is being implemented while 41.1 percent stated the training program was not implemented, and the rest 18.4 percent of the respondents were not aware of the implementation of the training program and said they „don't know“.

On the other hand, regarding the procedures for staff recruitment, selection and transfers, the majority of the respondent 51.2 percent stated procedures“ were being implemented, while 31.2 percent stated the procedures were not implemented, and the remaining 18.4 percent of the respondents didn't aware of the implementation of the procedures and said they „don't know“.

As the above mentioned data indicated the majority of the respondent stated most of the human resource management activities has not been under taken/ implemented and/or didn't aware of the implementation, which includes;

-
- Procedures on staff promotion are being implemented (39.2, 18.6)%
 - Personnel records are properly maintained and are up to date (36.4, 18.4)%
 - Personnel records are confidential and kept in a secure location. (32, 23.8)%
 - IT based HRM systems are being implemented(51, 18.3)%

Looking at the total average of the human resource management and control sub program findings, as the above mentioned cumulative result indicated the majority of the respondent 44.4 percent stated most of the human resource management activities have been under taken. However considerable amount of the respondents of which is 38.6 percent of them stated the HRM activities “had not done” and 17 percent of the respondents said that “I don’t know” and they are not aware of some of the details of the human resource management sub program. in aggregate 55.6 percent , that is, the number of the respondents who said the activities have not done 38.6 percent and who said “I don’t know” 17 percent, was exceeded the number of the respondents who said the activities have been under taken(44.4 percent). These can be indicator of the gap in achievement of program in line with human resource management and control. And the activities so far done were more focused on paper works such as development of guide line, procedures, and regulations while the implementation is far behind.

However, the result obtained from the Civil Service Agency, key stuffs regarding the development human resource management and control indicated that, some of the HRM activities indicated in the above table were not implemented at the city level; which includes,

- training on the staff disciplinary procedures are not conducted
- The results oriented performance appraisal system is not implemented
- A human resources development and training plan is not developed
- Procedures on staff promotion are not implemented.
- Personnel records are not properly maintained and are not up to date.
- IT based HRM systems are not implemented

Capacity building programs must be strengthen through training and education, regarding this respondents ware then asked whether they have attended any training courses to upgrade their

skills and knowledge. The majority of the respondents (76.1 percent) replied “yes” they have received training, and 23.4 percent of the respondents replied “no”. The type of training they have been participated were summarized and attached in the Annex 1.

Concerning the effectiveness of the training, a series of questions were forwarded using a 5-point scale, as summarized in table 3.10.

Table 3.5: Views on the effectiveness of the training

Effectiveness of the training	Excellent %	Good %	Average %	Poor %	Very poor %
The average duration for the trainings	26.5	43.5	19	7	4
The trainer’s performance/ quality	24.6	50.3	20.1	3.5	1.5
Trainees’ participation on the training	24.6	49.7	21.6	3	1
Trainees’ level of understanding on the training/acquiring skills & knowledge	19	52	26.5	1.5	1
Effect of the training on motivation and attitudinal change towards their job	25	49	22.5	2	1.5
	23.9	48.9	21.9	3.4	1.8

Source: Organized form survey data

According to the majority of the respondents (Table 3.5) the average duration for the training is „good“ 43.5 percent followed by „excellent“ 26.5 percent. Regarding the trainer’s performance/ quality the majority of the respondents 50.3 percent rated as „good“ followed by 24.6 percent „excellent“ when we see trainees’ participation on the training the majority of the respondents 49.7 percent rated „good“ and followed by 24.6 percent „excellent“. Concerning trainees’ level of understanding on the training/acquiring skills & knowledge the majority of the respondents 52 percent rated „good“ and followed by 26.5 percent „average“. Regarding the effect of the training on motivation and attitudinal change towards their job the majority of the respondents 49 percent rated „good“ and followed by 25 percent „excellent“.

The above Table 3.5 aggregate result indicate that 48.9 percent of the respondents rated the training as “good” and 23.9 percent and 21.9 percent rated the training as “excellent” and “average” respectively. However 5.2 percent of the respondents replied that the training is poor or very poor.

The above findings indicate that the training that was provided to the city government staffs were effective, it improves their level of understanding, acquiring skills and knowledge and also increases their motivation and attitude towards their job, consequently it improves their

performance on providing services. However the finding also shows there is problems, care has be taken in designing training program the trainers need to have the appropriate skill, knowledge or qualification on the subject matter. From interview and document review of the survey report of the city government showed that most of the training conducted were not need based, training need assessment is not conducted, there is redundancy of training, and poor coordination and integration, shortage of skill experienced trainer, are some of the problems indicated.

3.6. Expenditure management and control sub-program

Expenditure Management and Control Sub-Program, whose objective is to improve governance and control of public finances; it aims to improve expenditure management, and institutionalize medium term expenditure planning, across the civil service.

To assess whether this subprogram has implemented and has succeeded its intended objective, a respondents were asked about their view regarding the implementation of the program using the following reform activities as a point of reference (Table 3.6). In response to the question, The aggregate result indicates, 51.6 percent of the respondent said „Yes“ while 16.4 replied „No“. However, 32 percent of the respondent replied „don“t know“.

Looking at these data even if the majority of the respondents replied most of the activities under this program have been implemented, it is foolhardy to deny the respondents number who said that some of the activities of expenditure management and control system have not been implemented and also undeniable numbers of respondents do not aware of about the program status (aggregate total 32% percent). Even considering the program has been undertaken, it is clear the activities such as elimination of back log accounts at all levels (19.8 percent), institutions able to prepare standardized internal audit report 21 percent and institutions implement automated financial system 18.6 percent are far below the average 51.6 percent.

Table3.6: Assessment of Expenditure Management and Control Subprogram (%)

Expenditure Management and control	YES	NO	DON'T KNOW
a. The Federal Government's finance proclamation and regulations are being implemented	59.4	8.4	32.2
b. Accounts staff have been trained on the finance administration procedures	54	13.9	32.2
c. Finance administration procedures have been developed and are being implemented, e.g. budget codes, double entry accounting	55	12.4	32.7
d. All Government property is properly recorded in an assets register	49.5	22.3	28.2
e. A log book is properly maintained for use of government vehicles	37.5	20	42.5
f. Use of stationery and consumables is monitored and controlled	62.4	21.3	16.3
g. Use of office telephones is monitored and controlled	60.4	26.2	13.4
h. Cash advances are properly accounted for and paid back	51	16.8	32.2
i. Prescribed procedures for procurement are being implemented	53.5	16.5	30
j. Elimination of backlog accounts at all levels	35.6	19.8	44.6
k. Adopt with the new financial proclamation	51	14.9	34.2
l. Implement the new budget reform	59.4	8.9	31.7
m. Implement the accounts reform/ double entry modified cash systems	53.5	9.9	36.6
n. Institutions implement the cash management system	55	12.4	32.7
o. Institutions implement automated financial systems	46.7	18.6	34.7
p. Implement/adopt procurement legislation and related directives	51.7	14.9	33.3
q. Institutions able to prepare standardized internal audit report	42	21	37
	51.6	16.4	32

Source: Organized form survey data

3.7. Ethics Sub-Program

The objective of this Sub-Program is to improve accountability and transparency within the civil service, and operating under code of ethics. In viewing this respondents are also asked to express their view regarding the implementation of ethics subprogram, using some of the major reform activities of the sub program.

In Table 3.7 the aggregate result of the finding indicated that, with respect to the development ethics 48.2 percents of the respondent said "Yes" which showed below half of the respondent while 20.8 percent replied "No", and considerable number of respondents 31 percent have no ideas whether the sub program implemented or not. As the data indicated the two groups respondents' aggregate sum 51.8 percent who said that „no“ and 20.8 percent and those said they have no idea about the program 31 percent exceeded the number of respondents who said „yes“ 48.2 percent.

Table 3.7: Assessment of Ethics Sub-Program (%)

Ethics major activities	YES	NO	DON'T KNOW
a. The City government has developed its own code of ethics	53.4	19.1	27.5
b. The City government is implementing its code of ethics	51.5	20.6	27.9
c. Staff have been trained on the code of ethics	36.8	37.3	26
d. Ethics Office has been established in the city government	43.6	23.3	33.2
e. Ethics Officer has been appointed in the city government	41.3	24.4	34.2
f. City government make annual public audit reporting to the city Council	58.4	7.4	34.2
g. City government make annual disclosure of accounting information to the public	47.3	11.8	40.9
h. ethics and anti-corruption practices and systems have been strengthened	53.5	22.8	23.8
	48.2	20.8	31

Source: Organized form survey data

According to the corruption survey conducted by the Addis Ababa University (in collaboration with the FEACC), fraud, trickery, embezzlement, extortion, nepotism and theft are believed to be the principal features by which corruption has manifested itself in Ethiopia. It is believed in some quarters that corruption is rampant in public offices and public enterprises that are engaged in transferring financial resources from public to private.

Regarding this, respondents were asked whether any corruption exists in the organization or not, 34 percent of the respondents confirmed the existence of corruption, while 66 percent of respondents replied that there is no corruption in the organization. This indicated that the practice of corruption in service providing institutions existed to some extent (Table 3.8).

Table 3.8: Existence of Corruption (%)

YES	34
NO	66

Source: Organized form survey data

Furthermore, respondents were asked whether they are aware of cases of favoritism or nepotism in their organization, in response to this 47.8 percent said “yes” and 51.7 percent said “no”. This indicated that services are provided through favoritism or nepotism (Table 3.9).

Table 3.9: Awareness on Favoritism or Nepotism (%)

YES	47.8
NO	51.7

Source: Organized form survey data

Some studies indicate that corruption incidents in Ethiopia are widespread in many institutions; most of government officials abuse and misuse some of their power for their personal benefit. Concerning this respondent then asked. How widespread or common practice, and in response to this

- 31.3 % replied it is rare case
- 24 % replied it occurs only occasionally
- 14.1% replied it is a common practice
- 2.6% replied it is a very common practice
- 28.1% replied are not aware of any cases

Even though the majority of the respondents 28.1 percent said they are not aware any case favoritism or nepotism, the next majorities 31.3 percent and 24 percent confirmed the practice of nepotism and favoritism rarely and occasionally respectively. (Table 3.10)

Table 3.10: Corruption Occurrence (%)

It is rare	It occurs only occasionally	It is a common practice	It is a very common practice	I am not aware of any cases
31.3	24	14.1	2.6	31.3

Source: Organized form survey data

Generally, the data of this study revealed that it is quite difficult to say the ethics sub program has been effectively implemented in the Addis Ababa city administration. This is because the aggregate majority of who said that most of the activities under ethics sub program are not implemented and those who said they have no idea about the program exceeded the number of respondents who said that there is ethical development program. In addition to this, even though at face value the majority of the respondents disagree with the existence of corruption as well as nepotism and favoritism where as looking in depth the data revealed its practicability of corruption and unethical practice. This is because looking up the second and third majorities in the existence nepotism and favoritism indicated its practice rarely and occasionally. From interview and document review of survey conducted by the city government also indicated that the existence of unethical and corrupt practice in some institutions, further more indicated the need to establish anti corruption commission. Therefore, the on-going ant-corruption practice cannot gain more momentum and vigor without the establishment of responsible body to handle the unethical and corrupt practice and furthermore, active participation of all stakeholders in general and the public in particular

must join hands in hand with the city government to fight against corruption and impropriety. The city government has also to establish anti corruption commission under the city government and create clear mechanisms how to fight and prevent corruption at all levels.

3.8 Improving Performance and Public Service Delivery

3.8.1. Assessment of public service delivery based on staffs

The objective of the sub-component is to enhance performance and service delivery in all civil service institutions through the identification and roll out of selected reform measures, modern management tools and best practices.

To strengthen transparency and accountability and to improve service delivery, Citizens should be given full, accurate information about the public service they are entitled to receive. Information may be about the service, service provider, employee identity, and other related information to meet the needs of deferent customers. And prepare conducive and responsive working environment. Regarding this, respondent were asked to list the major administrative actions („Quick Wins“) that have been implemented in their department in order to improve service delivery to the clients, the findings were summarized in table 3.11.

Table 3.11 Summary of the implementation of administrative actions “Quick Wins”

Administrative Action	YES %	NO %	DON'T KNOW %
Wearing Budge name	87.2	9.9	3
Office layout arranged	89.2	10.3	0.5
Client waiting place arranged	78.4	19.1	2.5
Opinion/ suggestion box in place	85.9	12.7	1.5
Information desk set	51.7	46.3	2
Service delivery standard stipulated	80.3	14.8	4.9
Position direction pointer posted/ fixed	83.8	14.7	1.5
Compliant handling mechanism set	74.1	22	3.9
	78.8	18.7	2.5

Source: Organized form survey data

As the above Table 3.11 mentioned data indicated the majority of the respondent stated most of the Quick Win activities were under taken/ implemented, which include;

- Wearing Budge name (87.2%)
- Office layout arranged (89.2%)
- Client waiting place arranged (78.4%)

-
- Opinion/ suggestion box in place (85.9%)
 - Information desk set (51.7%)
 - Service delivery standard stipulated (80.3%)
 - Position direction pointer posted/ fixed (83.8%)
 - Compliant handling mechanism set (74.1%)

This data indicating that major administrative actions („Quick Wins“) which are the prerequisite to deliver quality service and essential elements/ inputs to clients to identify their service, locations and staffs as well as office facilities have established well. However as indicated in the table 3.11, undeniable numbers of respondents replied „no“ indicating that some of the quick win activities are not established, particularly like Information desk, Compliant handling mechanism, Client waiting place have the wider gap, which needs to be immediate and further improvements. From document review of survey conducted by the city government and field observation also indicated that most of the administrative actions („Quick Wins“) have been established in most of the offices, however, in some of the city government offices have not been established fully and properly. This creates constraints in delivering services to customers appropriately, particularly the Information desk, Compliant handling mechanism, Client waiting place and information suggesting boxes were not properly implemented and even customers were not aware of and well oriented on how to use this actions.

The concept of business process re-engineering (BPR) was popularized by Hammer and Champy (1993). Generally Reengineering is defined as “The fundamental rethinking and radical redesign of business processes to achieve dramatic improvement in critical, contemporary measures of performance, such as cost, quality, service level, and speed” (Hammer, 1993). (BPR) is identified as main driver of performance and serviced delivery improvement of modern management.

Regarding this, respondents were asked whether BPR has been conducted or implemented in their office, 96.1 percent of the respondents replied “Yes” while 3.9 percent of them replied “no”. Further, the respondents were asked whether they participated (attended) in any training

on the aims, concepts, content and importance of BPR, 90 percent of the respondents have been participated and said „Yes“ while only 9.2 percent replied „no“.

Besides, they were asked the level of participation when BPR was conducted and implemented, using series questions related to BPR Table 3.12. The finding of the result indicated that,

- They participated as task force (46.3%)
- They participated in discussions after problem had been identified (40.5%)
- They participated in discussions on the final BPR results and on their implementation, (48.3%)

When we see the level of participation in discussions during the BPR design, the finding of the result indicated that some of the respondents were participated as task force 46.3 percent, in discussions after problem had been identified 40.5 percent, on the final BPR results and on their implementation, 48.3 percent. However, the majority of the respondents replied as indicated in Table-3.12, they did not participate in any of these activities, this point out that without creating awareness and full understanding of the concept it will face difficulty in implementing and sustainability of the reform program.

Table 3.12 Assessment of staff participation on BPR (%)

Assessment of staff participation on BPR	YES	NO
BPR has not been conducted in my department	4.9	95.1
I participated as a member of the BPR task force	46.3	53.7
I participated in discussions after problems had been identified	40.5	59.5
I participated in discussions on final BPR results and on their implementation	48.3	51.7
I did not participate in any way	6.3	93.7
	29.3	70.7

Source: Organized form survey data

Moreover the respondents were asked to react on preparations/ activities carried on to implement BPR using the following series of check points related to BPR, the summery result indicated in Table 3.13.

When we see each indicators indicated in Table 3.13, regarding the preparation activities carried on to implement BPR, most of the respondents replied, sufficient training on BPR had been conducted 71.1 percent, BPR Plan/ TOR had been prepared 85.3 percent, BPR change agent were selected 78.3 percent, steering committee was established 68 percent, Technical

committee was established 66.3 percent, The study was conducted based on the BPR guideline 77.3 percent, discussion with stakeholders, employee and customers had been carried on 72.4 percent, Pilot testing on BPR had been implemented before full implementation of BPR 86.6 percent and Full implementation of BPR had been carried on 73.6 percent, from this we can understand that the city government give due attention and made the necessary preparation before implementation. However, as indicated in Table 3.13 undeniable numbers of the respondents were replied „no“; they did not know or aware of any of these activities, particularly, duration taken to conduct the BPR study, time given to conduct BPR training, and discussion with stakeholders, employee and customers was not enough.

Table 3.13 Preparation to implement BPR (%)

Preparation to implement BPR	YES	NO	DON'T KNOW
Sufficient training on BPR had been conducted	71.7	26.8	1.5
BPR Plan/ TOR prepared	85.7	6.4	7.9
BPR change agent selected	78.3	11.8	9.9
Steering committee established	68.7	13.4	17.9
Technical committee established	66.3	18.8	14.9
There was enough duration for the study	49.5	34.3	16.2
The study was conducted based on the BPR guideline	77.3	8.9	13.8
Discussion with stakeholders, employee and customers had been carried on	72.4	20.7	6.9
Pilot testing on BPR had been implemented	86.8	7.8	5.4
Full implementation of BPR had been carried on	78.9	17.2	3.9
	73.6	16.6	9.8

Source: Organized form survey data

Regarding the full implantation of BPR, the respondents were asked to evaluate and rate the activities conducted during the full implementation. Based on the points indicated on Table 3.14 the aggregate result indicated that (21.6 percent and 39.3 percent) percent of the respondents replied activities that had conducted during the full implementation were “excellent” or “good”. While 26.7 percent replied „Average“ and the rest (10.7 percent and 1.8 percent) replied “poor” or “very poor”.

The finding indicate that even if most of the activities concerning the full implantation of BPR have been done „good“, however, some of the activities like logistics, manpower supply, discussion with stakeholders, employee and customers have problems.

Table3.14: Assessment of the full implementation of BPR (%)

Evaluation of Full implementation of BPR	Excellent	Good	Average	Poor	Very poor
Preparation on BPR strategy document	36.6	44.4	17.1	1.5	0.5
Office layout arrangement	27	39.2	23	9.3	1.5
Logistics	14.1	25.4	34.6	20.5	5.4
Manpower supply	16.7	37.9	27.6	16.7	1
Delivery of BPR Implementation documents on time	23.4	42.9	23.4	9.8	0.5
Discussions with stakeholders and customers on the implementation	19	31.7	30.7	16.1	2.4
Continuous monitoring and evaluation	21.5	38	32.2	6.8	1.5
Daily/weekly evaluation based on program	28.1	39.4	23.6	7.4	1.5
Comparisons of actual performance with the service standard	17	39	32.7	8.8	2.4
Readiness to fulfill the stretched objectives	18.5	50.7	22	7.8	1
Identification correction measures of the variation with service standard	16.1	43.4	26.3	12.8	2
	21.6	39.3	26.7	10.7	1.8

Source: Organized form survey data

To compare the previous and the new service delivery, the respondents were further enquired to compare based on time, frequency, quality, satisfaction and application of technology, the finding of the result indicated that (31.7 percent and 43.7 percent) of the respondent thought the new service delivery was “excellent” and “good” respectively, and 20.1 percent replied “average” while the rest, (3.9 percent and 1.3 percent) replied the new service delivery is “poor” or “very poor” (Table-3.15).

The finding indicating that the new service delivery system have been improved comparing to the pervious service delivery before BPR have been conducted, however the data also indicating that it needs further improvement.

Table 3.15: Compression of the new service delivery with the previous one (%)

Application of BPR	Excellent	Good	Average	Poor	Very poor
	5	4	3	2	1
Based on time	48.3	38.5	11.7	1.5	-
Visit /Frequency	31	47.8	17.2	3.4	0.5
Quality	28.8	46.8	22.4	2	-
Satisfaction	29.8	46.8	19.5	3.4	0.5
Application of technology on services/tasks	20.5	38.5	29.8	9.3	2
	31.7	43.7	20.1	3.9	1.3

Source: Organized form survey data

Furthermore, the respondents were asked to express their views on the overall effect or impacts of BPR. As the result indicated in Table 3.16, the result of the data indicating that 66.7 percent and 27 percent of the respondents said that staff attitude towards their work and customers „has improved a lot“ and „a little“ respectively, work procedures has been improved „a lot“ 61.8 percent and „a little“ 33.8 percent, organizational structure of the department „has improved a lot“ 59.3 percent and „a little“ 37.3 percent, distribution of workloads „has improved a lot“ 52.5 percent and „a little“ 41.6 percent, service delivery to clients and stakeholders „has improved a lot“ 61.8 percent and „a little“ 32.4 percent, however, when we see from the conceptual definition of „BPR“, which is a fundamental rethinking and radical redesign of business processes to achieve dramatic improvement in critical, contemporary measures of performance, when we compare the finding result with the theoretical definition however, the aggregate finding revealed that 34.4 percent of the respondents replied the impact/ improvement is a little, this indicates that even if there is some changes, the result is not as the expected. Therefore the city government must assess where the problem lays; whether it is at the redesigning phase of the study or in the implementation.

Table 3.16: Assessment of the impact of BPR (%)

Impact of BPR	Has improved a lot 1	Has improved a little 2	Has not changed 3	Has become worse 4	BPR has not been conducted in my department 5
a. Staff attitude towards their work and customers	66.7	27	2.5	2.5	1.5
b. Work procedures	61.8	33.8	2.5	1	1
c. Organizational structure of the department	59.3	37.3	1.5	1.5	0.5
d. Distribution of workloads	52.5	41.6	3	2	1
e. Service delivery to clients and stakeholders	61.8	32.4	3.9	1.	1
	60.4	34.4	2.7	1.6	1

Source: Organized form survey data

Regarding establishment of service delivery standards to clients and stakeholders, 79.9 percent of the respondent said service delivery standards have been established, and 10.8 percent of the respondents replied service delivery were not established, while 9.3 percent said they didn“t provide services to the public. Furthermore, they were also asked whether the standards have been publicized to the public and stakeholders, 74.1 percent replied “Yes” while 25.9 percent said “No”.

From document review and field observation it is also indicated that with the help of BPR most service giving institutions developed their service standards, which includes

- Clearly define the type of service they deliver
- Set preconditions / requirements to get the service
- describe the numbers of steps/ frequency followed to get the services
- Time required to obtain the services

Regarding service delivery standard as indicated above most of the institutions have established system of standard but the study also identified there is lack of uniformity in delivering the service from institution to institution that gives the same services.

In this research two institutions' service standards as an example will be presented, that is Land administration and Revenue offices of sub city, when the service standard is compared and analyzed with the actual performance, the finding of the result of the service delivery indicating that in most of the institutions there is better performance and improvement in the service delivery but the study also identified there is lack of uniformity in delivering the service from institution to institution that give the same services. Furthermore, some of the services were not delivered based on the standards set. The details are presented bellow;

Land Administrating Authority service delivery standard

Land Administrating Authority /LDA/, In the Sub cities LDA office is estimated to serve an average 4,500 clients a month and provides 12 types services. Moreover, apart from reducing unnecessary work chains, BPR has reduced the amount of time it takes for users to receive services,

As indicated in Table 3.17, before the introduction of BPR, a client had to go through 16 steps and had to wait for at least 22 days to get his/her deed transfer. Apparently the steps have been reduced to only five and the average time reduced to only 78 minutes. Likewise, before BPR, a client had to go through 15 steps and had to wait for 4 days on average to get document copy. After BPR, the steps have been reduced to four and the average time has been reduced to 58 minutes. This is a spectacular reduction in work process and time. This is an indication of the extent to which this particular department had been operating inefficiently in the past.

Table 3.17 Average Performances and Standard Time Set (Land Administrative)

Type of Services	Average Time Before reform	Standard Time	Average Actual Time
Deed Transfer	22.5 Days	180 Min.	78 Min.
Document Copy	3.5 Days	240 Min.	58 Min.
Plan Agreement	1 Day	30 Min.	40 Min.
Court and Bank	1.8 Days	30 Min.	25 Min.
Building Permit	0.5 Day	60 Min.	36 Min.

Source: Organized form survey data

Revenue Authority service delivery standard

The revenue collection offices is estimated to serve an average 3,500 clients a month and provides 14 types services. Moreover, as the figure below shows, apart from reducing unnecessary work chains, BPR has reduced the amount of time it takes for users to receive services.

As indicated Table 3.18, before the introduction of BPR, a client had to go through 6 steps and had to wait for at least 5 days to get his/her Tax identification number .Apparently the steps have been reduced to only four and the average time reduced to only to one day. Likewise, before BPR, a client had to go through 10 steps and had to wait for 2 hours on average to get tax payer registration. After BPR, the steps have been reduced to four and the average time has been reduced to 32 minutes. This is a spectacular reduction in work process and time. This is an indication of the extent to which this particular department had been operating inefficiently in the past.

Table 3.18 Average Performances and Standard Time Set (Revenue)

Type of Services	Average Time Before reform	Standard Time	Average Actual Time
TIN	5 Days	15 Min.	1 Day.
Tax payer registration	135 Min	10 Min.	32 Min.
VAT	85 Min.	14 Min.	54Min.

Source: Organized form survey data

Regarding problems encountered during BPR implementation, respondents identified some problems which includes; lack of understanding/awareness of the BPR study document, lack of different logistics and office equipments, problems on office layout arrangements, shortage

of skilled man power, lack of focus and enough attention by leadership were indicated as constraints during BPR designing and implementation.

To sum up even if there are some changes and improvements particularly on the performance of service delivery system that BPR brings, the result is not as the expected. The finding did not show dramatic change as the concept of BPR put it, and even from the document review of the survey report of the city government and the interview, the sustainability of the existing change has problems, there is irregularity in the pace of the reform. Furthermore, some of the services were not delivered based on the standards set. It needs further identify the root cause of the problem, and set clear mechanisms how to keep up and develop the already started change have to be established at all levels. Therefore the city government must review where the problem lays; whether it is at the redesigning phase of the study or during the implementation.

3.8.2 Assessment of public service delivery based on customers

3.8.2.1 Clients' Experiences with Service Delivery

The reasons for coming to this office today and your experiences with the staff here

One of the factors that constraints Access to service is the geographic distance that people travel to remote areas to get services, which disengages eligible service users to receive public service, regarding this respondents were asked how far they traveled to come to the offices to get services. In response to this question, 44.4 percent of the respondents stated that they travel less than 5km to get the services, 37 percent of the respondents replied they travel 5.1-10km and 14.8 percent of the respondents replied they travel 10.1 -20km, while the rest of the respondents 3.7 percent replied they travel 20.1-30km. Looking in depth to grasp more information, the majority of the respondents (56 percent) stated they are traveled 5.1 KM up to 30 KM. The undeniable number of respondents (18.5 percent) is traveling more than 10.1KM up to 30 KM (Table 3.19).

Table 3.19: Distance/km traveled

Distance/km	% of respondents
Less than 5 km	44.4
5.1 – 10 km	37
10.1 – 20 km	14.8
20.1 – 30 km	3.7
	100

Source: Organized form survey data

In the review of literature Thus public institutions must draw up and develop strategies to eliminate the disadvantages of distance and redress all barriers access to service. According to (Service Delivery Policy 2001) to minimize the adverse effect of distance on access to public service, institutions shall carry out ways and means as much as possible in locations that are nearer to recipients by opening new branch offices, delegating commensurate authority, establishing possible mobile services.

Having saying this, the data of this study revealed that, the majority of the respondents (56 percent) are travelling more than 5.1 KM up to 30KM. Even if most of the customers are travelled five to ten kilometer, considerable amounts particularly 18.5 percent of respondents were travelling more than 10.1 KM. These data indicated that the Addis Ababa city government must draw up and develop strategies and should establish a system to eliminate the disadvantages of distance by providing customers as much as nearer and/ or proxy to the residential areas by opening new branch offices, delegating commensurate authority and establishing possible mobile services.

In response to the questions asked to determine whether the client had received service they had came for or not, 33.4 percent of the respondents said “no”- indicating that they did not get the service they came for. The remaining 66.6 percent of the respondents had succeeded in getting the service they came for. (Table 3.20)

Table 3.20: Getting the Service they come for

YES	66.7
NO	33.3
Total	100.0

Source: Organized form survey data

The respondent clients who said they did not get the service they came for mentioned various reasons in the open ended questions. The major ones are the followings: a) too much bureaucracy, b) transfer of files to new officers for the case, c) refusal of accepting my application, d) my case was not given the pertinent decision, e) staffs were absent most of the time, f) lack of clear procedural direction and g) lack of Understanding about the clients request ...are some.

One of the indicators of the strength and degree of efficiency in carrying out the activities of an institution is the number of employees or officials that approve routine requests for services. With respect to this, clients were asked how many employees of this office they had to talk to, or had to approve in order to receive the service that they wanted. The respondents summery are presented bellow in the (Table 3.21).

Table 3.21: Number of employees met while seeking services

Number of staff met	% of respondents
1 person only	22.2
2 staff	25.9
3 staff	14.8
4 staff	18.5
5 staff	14.3
More than 5 staff	3.7
	100

Source: Organized form survey data

The larger number of respondents (25.9 percent) stated they are encountered two staffs in the process of getting the service; followed by (22.2 percent) who said they encountered only one staff. Looking in depth the data, almost 51.3 percent of the respondents said they are encountered three up to five staffs. More surprisingly 3.7 percent of the respondents stated they are passed through more than five staff in order to get the service.

As the data of this study revealed that the majority of the respondents are passed through more than three staff up to five staff. Even though they are the minority, 3.7 percent of the respondents encountered more than five staff. Thus the city administration should use mechanisms in order to facilitate easy access to services; institution should take measures to

minimize the undesirable and non value adding steps such as introducing efficient procedures, establishing single point of inquiry.

It is obviously understood that when the number of service seekers at a time is more than one or large, service providers cannot give service to their clients at once but one by one. In such circumstances, the service seekers are compelled to queue and wait to meet the pertinent staff and get the service they wanted. In line with this, the respondents were asked whether they had to queue upon arrival at the departments, they came to seek services. In response this question, 55.6 percent of the respondents said “yes” indicating that they were to queue to get the services they sought. Another 44.6 percent of the respondents said “no” which meant they were not to queue to get service they sought. This indicated that considerable numbers of customers (service seekers) are queuing and wait to meet the pertinent staff and get the service they wanted.

The respondents were then asked how many people were in front of you when they were arrived, the finding conformed that, (Table 3.22)

- 22.2% did not stand in a queue
- 63% replied less than 10 people
- 14.8% said 11-20 people

Table 3.22: Number of people in front of a client

Number of people	% of respondents
None, I did not stand in a queue	22.2
Less than 10 people in front	63.0
11 – 20 in front of me	14.8
21 – 50 in front of me	-
51 – 100 in front of me	-
Over 100 in front of me	-
	100

Source: Organized form survey data

In the old system, customers have to go through cumbersome and time consuming process and procedures before they got the appropriate officials and / or office. Therefore in order to facilitate easy access to services in the new system institution should take measures to minimize this undesirable administrative and management practices. In this regard (SDP,

12001:12) stated the following suggestions: Rationalizing existing work process and introduce more efficient procedures, Establish single points of inquiry.

Similarly, the other point to minimize the undesirable administrative and management practices is to organize and coordinate related services to promote efficiency and reduce in convenience to services users. This is also shortening the process of service users between or within institution. SDP (2001) stated also these mechanisms:

- Introducing one stop shopping
- Provide clear and compressive information

Generally, as the data of the study revealed that most of the customers are able to get their needed services from the service providing institutions however, the number of the customers who are not able to get their needed services is also undeniable. Even though the majority of the customers stated that they are travelled less than five kilometers. Similarly undeniable numbers of customers are passed through more than three staffs that exhibited the bureaucracy chain. And also the majority of the customers are forced to queue. Too much bureaucracy, transfer of files, refused to accept applications, not given pertinent decisions, staffs absents, lack of clear procedures, and understanding of customers request are stated as the main obstacle factors not to provide quality services to customers. This indicated that the Addis Ababa city government service providing institutions even though able to provide the required services to the majority of customers, they have to looking up tray to solve hindering factors such as distance, queue, bureaucracy, and staff attitudinal problems in order to provide efficient services. And also the city administration should use mechanisms such as introducing efficient procedures, establishing single point of inquiry, introduce one stop shopping and providing clear and comprehensive information in order minimize bureaucratic chain, number of staff engaged and queue in such away to provide efficient service to the customer.

3.8.2.2 Clients' Assessment of Staff Attitudes and Behavior

The concept of courtesy goes much wider than asking public servants to give a polite smile and to say „please“ and „ thank you“, though these are even certainly required. Accordingly, to assess the attitudes and behavior of staff, clients were asked various questions about the

staff they interacted with while seeking services. The clients were requested to indicate the strength of their views on a 5-point scale, 5 indicating, “Very satisfied” and 1 indicating “very dissatisfied” with the attitudes of the staff (Table 3.23).

Overall assessment of the level of satisfaction of the clients with the attitudes and behavior of staff of the departments visited could be clearly seen from table 3.23, According to the assessment made on the nine points, the aggregated result of the finding indicated that 19 percent and 45 percent of the respondents were “satisfied” or “very satisfied” with the attitudes and behavior of staff respectively. And 14.1 percent of the respondents were “neither satisfied nor dissatisfied”, while 13.6 and 7.9 percent of the respondents were confirmed that they were “Very dissatisfied” and “dissatisfied” with the attitudes and behavior of staff respectively. Generally looking up, the aggregate sum of the respondents (35.6 percent) who said they are neither satisfied nor unsatisfied; dissatisfied and very dissatisfied is also undeniable to indicate the behavior of the staff.

In assessing the staffs behavior the majority of the customers stated satisfied on the staffs length of time to serve 29.6 percent courteousness and helpfulness 48.1 percent, efficient and hard working 44.4 percent, sensitive to clients’ feelings 44.4 percent honesty and integrity 38.5 percent work knowledge 51.9 percent, availability 51.9 percent and adherence to official opening hours 51.9 percent, among the stated staffs behavior the list one is length of time to serve the customer.

Table 3.23: Clients’ assessment of staff attitudes and behavior (%)

Assessment of staff attitudes and behavior	Very satisfied	Satisfied	Neither satisfied nor dissatisfied	Dissatisfied	Very dissatisfied	Total
a. The length of time they took to serve you	22.2	29.6	11.1	18.5	18.5	100.0
b. Courteousness and helpfulness of the staff	25.9	48.1	3.7	11.1	11.1	100.0
c. Efficiency and hard work by staff	22.2	44.4	7.4	14.8	11.1	100.0
d. Sensitivity of staff to your feelings	14.8	44.4	11.1	18.5	11.1	100.0
e. Staff appearance and dress	11.1	44.4	22.2	14.8	7.4	100.0
f. Honesty and integrity of staff	19.2	38.5	23.1	15.4	3.8	100.0
g. Knowledge level of staff about their work	11.1	51.9	18.5	11.1	4.4	100.0
h. Availability of staff to serve clients	22.2	51.9	14.8	11.1	0	100.0
i. Adherence to official opening hours	22.2	51.9	14.8	7.4	3.7	
	19	45	14.1	13.6	7.9	

Source: Organized form survey data

Thus, promoting positive attitude towards serving the public refers to concerted efforts has to be made to bring about fundamental change in the outlook and behavior of officials and employees of public institutions, so that they consider theme selves as public servants and accordingly, serve the public genuinely and with due regarded (SDP, 2001:9).

As the above mentioned data indicated that the attitude of the customers towards the staff of the Addis Ababa city administration service providing institutions is at the level of „Satisfied“ followed by „very satisfied“ looking the raw data However the undeniable numbers of the customers are expressed their dissatisfaction, and those who were enabled to express their reaction said “neither satisfied nor dissatisfied”, is also the indication of problems which needs improvement. This indicates that by all the nine measurement pointes indicated in table-3.23 undeniable numbers of the city government customers are not yet satisfied by the attitudes and behavior of staff their work and by the service delivery system witnessed the service delivery needs further enhancement. From document review of survey conducted by the city government and field observation also indicated that undeniable numbers of the customers were not satisfied by the attitudes of staffs towards their work and they witnessed the need for further improvement. Thus Addis Ababa city administration should be taken the

necessary measures to promote positive attitude towards serving the public and to change the public opinion by providing quality service.

3.8.2.3. Clients’ Assessment of Quality of services

Service quality is measured by users or customers need and Public institutions must be responsive to the demands customers, regarding this the clients were also asked about the quality of services they received. 18.5 percent of them replied, “Excellent”, and 33.3 percent replied, “Good”, while 29.6 percent of the clients stated that the quality of the service they received was “Average”, the rest 7.4 percent and 11.1 percent of the clients stated that the quality of the service they received was poor and very poor respectively. (Table 3.24)

These indicated that the service quality level of the institution is in a better position, however undeniable numbers of customers said the service quality has problems. Therefore, to satisfy this needs enhance consultation with customers and stakeholders, develop and implement alternative service delivery models

Table 3.24: Clients’ assessment of service quality (%)

Excellent	Good	Average	Poor	Very poor
18.5	33.3	29.6	7.4	11.1

Source: Organized form survey data

Regarding the direction of change in the quality of services provided to clients for the past two years, 29.6 percent of the respondents stated that the quality of service „has improved a lot” while another 51.9 percent conformed it “has improved a little”. However, 7.4 percent of the respondents confirmed that the quality of service “has not changed” and 11.1 percent of the respondents said they “do not know” the change in the quality of services (Table 3.25).

Table 3.25: Clients’ assessment on changes of service quality (%)

Has improved a lot	Has improved a little	Have not changed	Has deteriorated	Don’t know
29.6	51.9	7.4	-	11.1

Source: Organized form survey data

Most scholars in the field stated that service quality is measured by and users or customers need. According to Telaye (2007), the new public management /NPM/ is a new type of state

interventions to seek cooperative and empower citizen, limit the state role. It is citizen friendly, citizen caring and responsive administration. It also seeks to offer quality service to customers and raising government performance. In the case of the Addis Ababa service provision, the majority of the respondents rated the quality standards as good followed by average. However regarding the quality service improvement in the last two years, the larger majority stated the trend as „has improved little“ far followed by „has improved a lot“. These indicated that even though the quality of the service at good level, but the improvement is not at the expected level. Therefore, the city government must use mechanisms in such away to provide efficient and quality service to the customer.

3.8.2.4. Information Dissemination and Communication

Citizens should be given full, accurate information about the public service they are entitled to receive. Information must be provided in a Variety of media and languages to meet the differing needs of deferent customers (Bota Pale, 1997:17).

Regarding the means of communication channels to inform the public about powers and duties of the offices and the type of the services it gives, the client“s questionnaire was designed and the respondents were asked to rate each of the communication means on a 5-point scale, with 5 indicating "very good" and 1 indicating “very poor”(Table 3.26).

The overall aggregated result of the finding indicated, 6.4 percent and 22.3 percent of the respondents replied the communication channel was “excellent” and “good”, 22.6 percent said “fair”, while 27 percent and 7.1 percent replied the communication channel was “poor” and “very poor” respectively. However considerable amount of respondents (13%) “Do not know” or aware of the communication channel. It is clear from the table below that the majority of the respondents visited the various departments/offices to seek services had no perceptions and observations of the communication channels.

Table 3.26: Clients' assessment of channels of information dissemination (%)

Mechanism used	Excellent	Good	Fair	Poor	Very poor	None provided	Don't know
a. Pamphlets and brochures	3.7	25.9	25.9	14.8	7.4	7.4	14.8
b. Oral explanations by staff/information desk	25.9	29.6	18.5	14.8	3.7		7.4
c. Wall charts and displays	7.4	37	22.2	22.2	7.4		3.7
d. Pinned on notice boards	3.7	25.9	18.5	37	7.4		7.4
e. Radio	3.7	22.2	18.5	33.3	7.4		14.8
f. TV	3.7	18.5	25.9	29.6	7.4		14.8
g. Newspapers	3.7	18.5	25.9	33.3	7.4		11.1
h. Telephone	3.8	19.2	26.9	34.6	3.8		11.5
i. Internet/email	3.7	14.8	22.2	33.3	3.7		22.2
j. In meetings with clients	7.4	14.8	18.5	25.9	7.4	3.7	22.2
k. Letters and circulars to clients	3.7	18.5	25.9	18.5	14.8		18.5
	6.4	22.3	22.6	27	7.1		13.5

Source: Organized form survey data

As most of the information dissemination on pamphlets and brochures 25.9 percent, oral explanation by staffs/ information desk 29.6 percent, wall displays notice board 37 percent, pinned on notice board 25.9 percent, and radio rated as „good“ by the majority of the respondents. While others such as TV, news paper, telephone, internet, meeting with clients and letter circulars to clients are rated as „fair“ by the majority of the respondents.

It is important to understand that quality service delivery also entails putting in place the appropriate communication channels for information dissemination and communication with the clients. To be served efficiently, clients need to know in advance the sorts of documents required in order to get various services provided by an institution, and cost of services. According to Batho Pele (1997) putting in place the appropriate Channels of information dissemination and communication with clients will reduce the number of clients that are turned away without getting the services they sought because of incomplete documents.

As indicated above even if the city service providing institutions used information dissemination channels fairly. However, some channels such as pamphlets, brochures, information desk, board notice, wall displays notice board and oral explanation are used better as information dissemination channels. However, the aggregated result indicated that the

majority of the respondents rated the information dissemination system were “poor” followed by “fair”. Surprisingly, the number of the respondents who rated the system as “very poor”, “none provided” and “don’t know” is undeniable.

Therefore, it is advisable to strengthened the means of communication channels to inform the public about powers and duties of the offices and the type of the services it gives, in addition with the costs of services of there were any.

3.8.2.5. Clients’ Experiences on feedback mechanisms

Consultations are means of obtaining useful and objective views of service users with the aim of improving service delivery on continues bases (SDP, 2001:16). In response to these clients were asked whether there were any opportunity to give feedback on services provided, only 25.9 percent of the respondents said, “Yes” .While the majority of the respondents 74.1 percent said the staffs were not provided an opportunity to the customers in order to give feedback (Table 3.27).

Table 3.27: Clients’ Opportunity to give feedback (%)

YES	25.9
NO	74.1
	100

Source: Organized form survey data

Among the respondents, the minorities who said there is the system of feedback, stated the following mechanisms of giving feedback on services provided were using;

- suggestion boxes
- client complaint form
- face-to-face talk with the staff who gave the service
- face-to-face talk with the supervisor
- referred to the compliant handling officer

According, even these minority respondents, feedback mechanisms via letters and telephone were not available. Thus this indicated that the actual practice of the Addis Ababa city administration service provision institutions feedback mechanisms have problems, this hinders the active participation of the residents as well as the vital contribution of the customers in improving the service delivery as stake holders.

3.8.2.6. Clients' Experiences of Corruption in Returns for Services

The respondents were asked whether they had experienced or not any sort of corruption in the departments or offices. In response to the question, 3.8% of the respondent clients said “yes” indicating that they had experienced of corruption. While 96.3% replied “no” that implies they had not experienced of corruption (Table 3.28).

Table 3.28: Clients' Experiences of Corruption (%)

YES	3.8
NO	96.3
	100

Source: Organized form survey data

Further the respondents were asked how often bribes given to officials in the offices in return for services they received. 33.3 percent of the respondents said “Never” paid bribes, and 33.3 percent replied “Only rarely”, while 33.3 percent said “All the time” indicating that they have paid bribes in return for services they received (Table 3.29).

Table 3.29: Frequency of Bribes (%)

Never	Only rarely	Some of the time	All the time
33.3	33.3	33.3	-

Source: Organized form survey data

According to the respondent clients, the direction of corruption / bribe in the past two years indicated in Table 3.30.

Table 3.30: The Direction of Corruption in the past two years (%)

Has decreased	No change	Has increased	Don't know	Not applicable – have never paid
22.2	7.4	18.5	51.9	-

Source: Organized form survey data

Looking up the aggregate number respondents (25.9 percent) who said the tendency of corruption in the last two years had no change (7.4 percent) and has increased (18.5%) exceeds the number of respondents who said it has decreased (22.2 percent). This indicated that still corruption is exhibited in the practice of the Addis Ababa city service providing institutions (Table 3.30).

Regarding favoritism or nepotism, 25.9 percent of the respondents indicated that they had obtained service through favoritism or nepotism while 74.1 percent of the respondents had not experienced favoritism or nepotism (Table 3.31).

Table 3.31: Practice of Favoritism/nepotism (%)

YES	25.9
NO	74.1
	100

Source: Organized form survey data

Furthermore, respondent were asked how widespread or common practice and the respondents replied the following; occur

Table 3.32: Frequency of Favoritism/nepotism (%)

It is rare	It occurs only occasionally	It is a common practice	I am not aware of any cases
11.1	33.3	14.8	40.7

Source: Organized form survey data

These data revealed that services are still providing based on favoritism or nepotism in the Addis Ababa city service providing institutions. Unequivocally it is foolhardy to deny the existence of corruption as well as the provision of services based on favoritism or nepotism in the Addis Ababa city service public service institutions as the data of this study revealed.

3.8.2.7 Clients' views of problems and suggestions for improving service delivery.

The clients were also asked closed and open-ended questions first to identify the main problems or constraints facing the staff of the department or office they visited while seeking service. Some of the main problems identified by clients are:

- Staff are rude to customers
- They do not keep appointments with customers
- They do not have adequate equipment and facilities
- They do not respond to queries from customers
- They do not understand their work/duties takes a long time to obtain services
- They favor their friends and relatives
- Staff are too lazy and/or incompetent
- The offices are too crowded

-
- Long queues
 - The offices are dirty
 - They ask for bribes/corrupt
 - They require too many documents
 - Staff are absent from the office most times
 - They are too busy
 - Computer system problem
 - They cannot find our files
 - Too few staff to serve us
 - They don't inform us beforehand what to bring with us
 - There is too much bureaucracy/asked to see too many officers
 - There are no chairs to sit while waiting to be served

This indicated that most of the problems stated by the customers are related with staff inefficiencies, attitudinal and unethical practice, shortage of skilled manpower, while several of them are the concerns of working conditions or resource constraints.

The respondent clients' suggestions mentioned for improving the service delivery, forwarded to be implemented were:

- Improve service delivery methods
- Train staff
- Give decisions quickly as far as possible
- Give sufficient information for clients
- Use modern technology for information dissemination
- Understand clients request before making decisions
- Increase number of staff
- Treat clients equally
- Arrange waiting seats
- Keep appointments with clients
- Develop modern file management system
- Monitoring and coaching by supervisors
- Supervision by complaints handling officer

-
- Give incentives for competent employee
 - Decrease the bureaucratic chains/ number of steps to get services
 - Develop clear procedural guideline
 - Support work by Automation/ computerization

As the above suggestions of the customers indicated most of them are related with the development of procedures, working guidelines, disciplinary measures, and use of modern technologies. There are also suggestions that can minimize the staffs' disciplinary problems and improves the staffs' inefficiency.

3.10 PSCAP Project Support and Management

Most of this data were collected and presented from the open-ended questionnaires, interview, focused group discussions, field observation and document review of the city governments survey reports, the findings were presented as follows.

3.10.1 Institutional and implementation Arrangements

Regarding institutional and implementation arrangements and their roles and responsibilities, the finding indicate that all implementing organs of PSCAP did not play their roles and responsibilities as assigned in the PIP. To compare the roles and responsibilities assigned and the actual performance of each organ, The Addis Ababa City government Bureaus of Capacity Building (BCBs) is responsible for the overall program coordination; however, the Bureau could not play its vital role comparing its roles responsibilities given in the program implementation plan. The Institutional arrangement of PSCAP was not clearly designed as per the required arrangement of the Project Implementation Program (PIP). The steering committee is non existence, and was not functioning to execute the Public Sector Capacity Building Project (PSCAP). The result of improper institutional arrangement of the Bureau results in poor performance of the project as compared with other regions Implementing Agencies.

When we see the case of Addis Ababa Regional technical teams (RTT), a figurative RTT was established the team only approves budget every fiscal year to ensure the consolidated plans meet eligibility, appraisal, and other criteria *prior* to their endorsement by cabinets Regional technical teams (RTT) functions its responsibilities very poorly. However, the team was not perform their duties and responsibilities as per required. The reason for this was, lack of direction by BCB as how they run their responsibilities”, lack of capacity of RTT members, lack of Interest, less understanding of the Projects benefit, Time constraint and others Because of the above mentioned reasons, the committee”s was not performing their duties as required and the effect of this was a negative impact on the implementation of the project.

PSCAP-Planning and programming (coordination) previously it tries to function good however, following the implementation of BPR the new organization structure of the bureau did not clearly redesign/ restore PSCAP structure in the organogram, this visibly affects

PSCAP program support particularly, to run the activities of planning, coordinating, monitoring and evaluation of PSCAP interventions, consequently this resulted in poor PSCAP program implementation and fund utilization.

Procurement desks exercise its responsibilities“, if and only if there is a need for procurement however, due to poor performance in using PSCAP fund by program implementing agencies the desk, Bureaus of finance and economic development PSCAP desk functions well but not as the expected

Regarding the effectiveness of the bureau in planning, coordination, Monitoring and evaluation of PSCAP interventions, previously the bureau has its own department that coordinates P SCAP activates, during this period, the bureau have been done different efforts to support the implementation of the program, however, the effort of the bureau alone could not bring the desired results. And change by its nature requires concerted effort and top level leadership commitment. Thus top level leadership was the serious bottleneck for the implementation of PSCAP program; they did not give strong support and consultation to enhance the implementation of PSCAP. And also following the implementation of BPR the new organization structure of the bureau did not clearly redesign PSCAP structure in the organogram. The bureau don not give due attention for the project“s institutional arrangement, Thus obviously affects the PSCAP implementation to run effectively, particularly, to run the activities of planning, coordinating, monitoring and evaluation of PSCAP interventions as well as utilization fund.

3.10.2. Procurement management

Bureaus of capacity Building Procurement Desk housed in BCBs are responsible for procurement management except for international procurement of goods, and procurement specialists will support the Desk. BCBs also organized Tender Evaluation Committees that should consist of no more than five individuals. However the procurement capacity of the bureau is weak and Procurement desks do not have sufficient skilled staff, in addition to this due to poor performance in using PSCAP fund by program implementing agencies including BCB, the procurement management is poorly performed and managed.

3.10.3. Assessments of monitoring and evaluation techniques

Respondents were asked whether monitoring and evaluation techniques are developed to track accountability and transparency; the result indicated that, 54.5 percent of the respondent said “Yes” while 45.5 percent said “No”

Furthermore, the respondents are asked whether the monitoring and evaluation (M&E) is a regular ongoing exercise; the finding indicated that, 84.5% of the respondent said “Yes” monitoring and 84.5 percent said “Yes”. Monitoring and evaluation is a regular ongoing exercise and 15.5 percent said „no“ it is not a regular exercise.

Regarding that monitoring and evaluation (M&E) techniques, the finding indicates that monitoring and evaluation (M&E) techniques are somehow exercised in the city government, even though considerable amount of respondents rejected the existence of the M & E system. Regarding the mechanisms of the M&E system used, the respondent replied public forum, survey, supervision, quick assessments using checklists, reporting...etc are some of the activities implemented. Concerning the results attained by implementing M & E system, the respondent answered the system enabled to identify the strength and weakness, to give corrections when problems or conflicts arise, to make comparison the actual performance with planned activities,...etc are some. However, with respect to the actions taken as the result of M&E, the finding indicate that it was not encouraging, most of the respondent said since accountability mechanism is not aligned with the M&E system, the action did not go beyond awareness creation or training on the M&E results and some administrative and corrective measures. There is no even follow up mechanism as to what the actions taken based on the M&E finding results solves the identified problems.

3.10.4. PSCAP support on CSRP implementation

Regarding PSCAP pooled fund support on strengthening CSRP implementation; the findings indicate that most of the respondents were agreed PSCAP pooled fund was used to provide bulk training, procurement of equipments, computers and accessories, and stationary materials, some consultancy services to support the implementation CSRP, however the respondents were also indicated the fund utilization wasn’t effective, the PSCAP financial disbursement was poorly performed. It was not used strategically as the expected. This was also reflected in the city governments PSCAP midterm report out of the total PSCAP

approved budget for the last five to six years, which is birr 114,549,071.00 million only birr 23,145,922.00 (20.2 percent) has been utilized. Most of the budget/funds allocated to the city were not utilized due to absence of stable city administration and lack of support and commitment of top leadership. Besides absence of skilled man power (specialized in procurement of the World Bank guideline) in implementing agencies, lengthy World Bank procedure are also hampered the overall effort of PSCAP implementation. Most of the implementing agencies prefer to use and covered the budget by the city own treasury funds. Therefore taking in to account the available funds, the achievement in budget utilization are not satisfactory and was poorly performed fund disbursement.

3.11. Overall impact of CSRP implementation

Finally, the respondents were asked to assess the overall impact of CSRP implementation on improving the performance of the city government’s service delivery, in response to this the respondent replied;

- 54.5% replied has resulted in a lot of improvement
- 42.1 % has improve a little
- 3% replied has been no change
- 0.5% replied that standards have deteriorated

The findings indicate that most of the respondents were agreed on the overall impact of CSRP implementation on improving the performance of the city government’s service delivery. However, considerable amounts of respondents were replied the impact of CSRP on improving the performance of service delivery were a little. To sum up even if CSRP brings some changes and improves the city government’s performance of service delivery system, the result is not as the expected.

Table 3.33: Assessment of the impact of CSRP on improving performance (%)

Has resulted in a lot of improvement	Has improved a little	Has been no change	Standards have deteriorated
54.5	42.1	3	0.5

Source: Organized form survey data

3.12 Conclusion

From the findings of the analysis, it is possible to conclude that the Addis Ababa city government CSRP implementation, In spite of the constraints, the CSRP programs has made progress in meeting the development objectives stipulated under PSCAP. To improve service delivery, quick wins and BPR have been implemented at all level, to strengthen the human resource extensive in-house and generic training have been conducted to enhance transparency and accountability accounts and budgetary reforms have been implemented, furthermore, different rule, directives and guidelines have been developed as part of the **CSRP**.

However, the findings also indicated some problems in the reform implementation, as a reform leader the top managements were not discharge their responsibilities in reform realization, the reform trend is not sustainable and continuous phenomena, there is irregularity on the pace of the reform implementation and sense of ownership is not yet deepened, most of the HRM activities are not fully implemented the activities so far done were more focused on paper works such as development of guide line, procedures, and regulations some of the activities of expenditure management and control system have not been implemented, the finding also indicated, the existence of corruption and unethical practice, and services are still providing based on favoritism or nepotism in the Addis Ababa city service providing institutions. PSCAP institutional and implementation arrangements are not clearly designed, the findings also indicate that all implementing organs of PSCAP did not play their roles and responsibilities as assigned in the PIP. The fund utilization wasn't effective; the PSCAP financial disbursement was poorly performed.

Chapter Four

Summary of the Findings, Conclusions and Recommendation

This chapter provides the summary of the major findings of the study; it draws conclusions and forwards recommendations by the researcher.

4.1 Summary of the Major Findings

The objective of the study is to evaluate and critically assess the implementation of PSCAP project in Addis Ababa City Government with particular reference to the civil service reform sub program. In order to achieve the stated objective, accordingly, some factors are used to assess and evaluate the civil service reform sub program and its contribution on performance improvement on the implementing agencies service delivery, and similarly five aspects namely Top management system, Human resource management, Expenditure management, Civil service ethics, and Service delivery reform were used to examine the reform implementation. Based on these issues the followings are the major summaries:-

Top management

- The Addis Ababa city government top managements have to some extent played a constructive role in supporting the implementation of the civil service reform program, however, as a reform leader and organizer the top managements have not discharge their responsibilities in reform realization, and the management support should not be reached at the required level. The data still showed that the management support is not enough to play its vital role in the implementation of CSRP.
- Regarding the top management's commitment the findings revealed that there are some positive efforts to maintain and implement the CSRP. However, the data also indicated that the management commitment is not reached at the required level; there is irregularity on the pace of the reform implementation. And sense of ownership is not yet deepened.
- Therefore, the top management should develop clear understanding about the concept and objective of the reform. This is because the success and sustainability of a reform program

more depends on the extent to which the leadership committed them to implement the reform program for overcoming the political and bureaucratic obstacles.

- The finding revealed that the top management prepare and implement of strategic and annual plan, undertaking trainings and building capacity, delegate decision making power for subordinates and evaluates their performance every month. These indicated that the city top level managements to some extent had supportive in the implementation of the program. However, Considerable amount of the respondents replied that the activities designed to strengthen the top level management were not under taken; which indicated the top management didn't build up their capacities on those reform activities. Since the reform is the top management agenda, without deep understanding of the reform program the top management cannot lead strategically, still cannot capacitate and empower subordinates, and even would not able to implement and evaluate systematically what has been planned.

Human resource management

- Regarding human resource management and control, even though most of the activities have started to be implemented, there is the gap between what achieved and what had intended. This is because the data indicated that most of the respondents are fall in the category of the activities are not fully implemented and they don't have any knowledge about the program implementation. In addition to this several activities implementation level is below average.
- Looking at the total average of the human resource management and control sub program findings, there is a gap in achievement. And the activities so far done were more focused on paper works such as development of guide line, procedures, and regulations, while the implementation is far behind. However, the result obtained from the Civil Service Agency indicated that, some of the activities that were indicated in the human resource management and control /HRM/ which includes, training on the staff disciplinary procedures, results oriented performance appraisal system, human resources development and training plan, Procedures on staff promotion, and IT based HRM systems at the city level were not yet implemented.

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- As one scheme in the human resource management, training has played a vital role. Hence the findings of this study revealed that the training has been provided at the level of “good” and “average”. This indicated that the trainings were effective; it improves their level of understanding of the employees. However, the finding also showed that there are problems in providing trainings. From interview and document review the data showed that most of the training conducted were not need based, training need assessment was not conducted, there was redundancy of training, shortage of experienced trainers and poor coordination and integration are some of the problems stated.

Expenditure management

- Concerning expenditure management and control, even if the majority of the respondents replied most of the activities under this program have been implemented. It is foolhardy to deny the respondents number who said that some of the activities of expenditure management and control system have not been implemented and also undeniable numbers of respondents they do not aware of about the program status. Even considering the program has been undertaken, it is clear the activities such as elimination of back log accounts at all levels, institutions able to prepare standardized internal audit report and institutions implement automated financial system have problems.

Ethics

- Generally, the data of this study revealed that it is quite difficult to say the ethics sub program has been effectively implemented in the Addis Ababa city administration. This is because the aggregate majority who said that most of the activities under ethics sub program are not implemented and those who said they have no idea about the program exceeded the number of respondents who said there is ethical development program. In addition to this, even though at face value the majority of the respondents disagree with the existence of corruption as well as nepotism and favoritism, while looking in depth the data revealed its practicability of corruption and unethical practice. This is because looking up the second and third majorities in the existence nepotism and favoritism indicated its practice rarely and occasionally. Likewise customers also believed that services are still provided based on favoritism or nepotism.

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- From interview and document review of survey conducted by the city government also indicated that the existence of unethical and corrupt practice in some institutions. Furthermore the data indicated the need to establish anti corruption commission under the city government.

Service delivery

- This data indicating that the major administrative actions („Quick Wins“) which are the prerequisite to deliver quality service and essential elements/ inputs to clients to identify their service, locations and staffs as well as office facilities have established well. However undeniable numbers of respondents replied, „no“ indicating that some of the quick win activities are not established, particularly like Information desk, Compliant handling mechanism as well as client waiting place have the wider gap, which needs to be immediate and further improvements.
- When we see the level of participation in discussions during the BPR design, the finding of the result indicated that some of the respondents were participated as task force, in discussions after problem had been identified, on the final BPR results and on their implementation,. However, the majority of the respondents were replied, they did not participate in any of these activities, this point out that without creating awareness and full understanding of the concept it will face difficulty in implementing and sustainability of the reform program.
- Concerning BPR implantation, the finding indicate that even if most of the activities have been done „good“, however, some of the these activities, particularly, duration taken to conduct the BPR study, time given to conduct BPR training, and discussion with stakeholders, employee and customers were not enough. The findings also indicated that some of the activities like logistics and manpower supply have problems.
- Regarding service delivery, the finding indicated that the new service delivery system have been improved comparing to the pervious service delivery before BPR have been conducted. Most of the institutions have established service delivery of standard, but the study also identified there is lack of uniformity in delivering the service from institution to

institution that gives the same services. And even some of the services were not delivered based on the standards set.

Customers' perspectives

- The majority of the customers are travelling more than 5.1 KM up to 30KM .Particularly undeniable number customers are travelling more than 10.1 KM up to 30 KM. The majority of the customers are stated they are queue after ten in order to get the service in the offices. These indicated that the Addis Ababa city administration had not provided services to the residents as proximate as possible in their neighborhood as well as had not avoided queue as much as possible.
- Even though there is a proximity difficulty of the offices, as the data of the study revealed that most of the customers are able to get their needed services from the service providing institutions however, the number of the customers who are not able to get their needed services is also undeniable. Some customers hence stated the following reasons for not getting the services: too much bureaucracy, transfer of files to new officers for the case, refusal of accepting application, case was not given the pertinent decision, staffs were absent most of the time, lack of clear procedural direction and lack of Understand clients request.
- The majority of the customers are passed through more than three up to five staff in getting the service. Even though they are the minority, undeniable number of customers was encountered more than five staff. Thus the city administration service providing institutions couldn't minimize still longish bureaucratic chain and the larger number of staff engaged in the service provision. Similarly, customer's satisfaction towards the service providing staff the majority of customers rated it as "satisfied" followed by "very satisfied". However the undeniable numbers of the customers were expressed their dissatisfaction, and those who were enabled to express their reaction said "neither satisfied nor dissatisfied", was also the indication of problems which needs improvement. This indicated that undeniable numbers of the city government customers were not yet satisfied by the service delivery system witnessed the service delivery needs further enhancement.

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- The attitude of the customers towards the staff of the Addis Ababa city administration service providing institutions was at the level of „Satisfied“ followed by „very satisfied“ looking the raw data. However the undeniable numbers of the customers were expressed their dissatisfaction, and those who were enabled to express their reaction said “neither satisfied nor dissatisfied”, was also the indication of problems which needs improvement. This indicated customers were not yet satisfied by the service delivery system witnessed the service delivery needs further enhancement.
 - In the case of the Addis Ababa service provision, the majority of the respondents rated the quality standards as „good“ followed by „average“. However regarding the direction of change the quality service improvement in the last two years, the larger majority stated the trend has „improved little“ far followed by „has improved a lot“. These indicated that even though the quality of the service is improved and we can say it is at good level, but the level of improvement is not at the expected level.
 - The Addis Ababa city Administration service providing institutions“ information disseminations system to the customers was very far behind the standard. The majority of the customers rated the information dissemination system “fair” followed by “good”. Surprisingly, several channel such as radio, pamphlets, brochures, board notice, wall displays, notice board and oral explanation were used better. The data indicated that the majority of the respondents visited the various departments/offices to seek services had no perceptions and observations of the communication channels.
 - In relation to customer’s opportunity to give feedback on services provided, the minorities who said there is the system of feedback, stated suggestion boxes, client complaint form, face-to-face talk with the staff who gave the service were mechanism of feedback. However the large majority of customers said the staffs were not provided an opportunity to the customers in order to give feedback. This indicated that the actual practice of the Addis Ababa city administration service provision institutions feedback mechanisms have problems, and this hinders the active participation of the residents as well as the vital contribution of the customers in improving the service delivery as stake holders.

PSCAP Support and Management

- Regarding institutional and implementation arrangements and their roles and responsibilities, the finding indicate that all implementing organs of PSCAP have not play their roles and responsibilities as assigned in the PIP. The Institutional arrangement of PSCAP was not clearly designed as per the required arrangement of the Project Implementation Program (PIP). The steering committee was non existence, and not functioning to execute the Public Sector Capacity Building Project (PSCAP). The result of improper institutional arrangement of the Bureau results in poor performance of the project as compared with other regions implementing agencies.
- Regional technical team (RTT), was not perform its duties and responsibilities as per required. PSCAP-Planning and programming (coordination) unit previously was tried to function good however, following the implementation of BPR the new organization structure of the bureau have not clearly redesigned/ restored PSCAP structure in the organogram, this visibly affects PSCAP program support.
- Top level leadership did not give strong support and consultation to enhance the implementation of PSCAP. The bureau did not gave due attention for the project's institutional arrangement, Thus obviously affected the PSCAP implementation to run effectively. The procurement capacity of the bureau was weak and Procurement desks do not have sufficient skilled staff, in addition to this due to poor performance in using PSCAP fund by program implementing agencies including BCB, the procurement management is poorly performed and managed.
- Regarding monitoring and evaluation (M&E) techniques, the finding indicated that techniques such as public forum, survey, supervision and quick assessments using checklists, reporting...etc were some of the activities implemented. With respect to the actions taken as the result of M&E, the finding indicated that it was not encouraging, most of the respondent said since accountability mechanism is not aligned with the M&E system, the action did not go beyond awareness creation or training.

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- Regarding PSCAP pooled fund support on CSRP implementation; the findings indicated that most of the respondents were agreed PSCAP pooled fund was used to provide bulk training, procurement of equipments, computers and accessories, and stationary materials, some consultancy services to support the implementation CSRP. However the fund utilization wasn't effective and the PSCAP financial disbursement was poorly performed. It was not used strategically as expected. Out of the total PSCAP approved budget for the last five to six years, which is birr 114,549,071.00 million only birr 23,145,922.00 (20.2 %) has been utilized. Most of the budget/funds allocated to the city were not utilized due to absence of stable city administration and lack of commitment of top leadership. Besides absence of skilled man power (specialized in procurement of the World Bank guideline) in implementing agencies, lengthy World Bank procedure were also hampered the overall effort of PSCAP implementation.
 - Finally, the overall impact of CSRP implementation on improving the performance of the city government's service delivery, the findings indicated that most of the respondents were agreed on the overall impact of CSRP implementation on improving the performance of the city government's service delivery. However, considerable amounts of respondents were replied the impact of CSRP on improving the performance of service delivery were a little. To sum up even if CSRP has brought some changes and has improved the city government's performance of service delivery system, the result has not as the expected.

4.2 Conclusions

From the findings of this study, it can be concluded that even if there is progress in implementing civil service reform program and improvement public service delivery in the Addis Ababa city government service providing institution, however, the data also indicated there are also problems and shortages in putting the reform activities into practice comparison with the CSRP reform documents and stated theoretical frame works. The major conclusions derived from the summary of the findings are stated as follows.

- The top management is the key player in the implementation of civil service reform; with respect to this the Addis Ababa city government top management had to some extent played a constructive role in supporting the implementation of the civil service reform program. However, as a reform leader and organizer the top managements has not discharged their responsibilities in reform realization, and there is irregularity on the pace of the reform implementation. The reform trend is not sustainable and sense of ownership is not yet deepened. The data also indicated that the management support and commitment should not be reached at the required level.
- Moreover, Considerable amount of the respondents also replied the activities designed to strengthen the top level management were not under taken; indicating that the top management didn't build up their capacities on those reform activities. Since reform is the top management agenda, without deep understanding of the reform program the top management cannot lead strategically, still cannot capacitate and empower subordinates, and even would not able to implement and evaluate systematically what has been planned.
- Regarding human resource management and control, even though some of the activities under this reform program have started to be implemented, however the activities so far done were more focused on paper works such as development of guide line, procedures, and regulations while the implementation is far behind. Activities that were indicated in the human resource management and control which includes, training on the staff disciplinary procedures, results oriented performance appraisal system, human resources development and training plan, Procedures on staff promotion, and IT based HRM systems were not yet implemented. Furthermore, most of the training conducted were not

need based, training need assessment was not conducted, there was redundancy of training, and poor coordination and integration, shortage of skill experienced trainer, are some of the problems indicated.

- Concerning expenditure management and control system, even if most of the activities under this program have been implemented, however activities such as elimination of back log accounts at all levels, institutions able to prepare standardized internal audit report and implement automated financial system have problems and is not fully implemented.
- Generally, the data of this study revealed that it is quite difficult to say the ethics sub program has been effectively implemented in the Addis Ababa city administration. The survey conducted by the city government also indicated that the existence of unethical and corrupt practice in some institutions, likewise services are still providing based on favoritism or nepotism. Furthermore the finding also indicated the need to establish anti corruption commission under the city government which will helps to reduce corruption and unethical practice and strengthen the ethical monitoring and evaluation techniques to track accountability and transparency.
- Regarding service delivery the reform have made progress , to improve service delivery, quick wins have been implemented most of the bureaus, to enhance transparency and accountability most of the institutions have implemented Business Process Re-engineering (BPR), and service delivery standards have been established. The current new service delivery is in a better position comparing the previous one.
- However, even if there are some changes and improvements particularly on the performance of service delivery system that BPR brings, the result is not as the expected. The finding did not show dramatic change as the concept of BPR put it, and even from the document review of the survey report of the city government and the interview, the sustainability of the existing change has problems, and there is irregularity in the pace of the reform. Furthermore, some of the services were not delivered based on the standards set. It needs further indentify the root cause of the problem, and set clear mechanisms how to keep up and develop the already started change have to be established at all levels.

Therefore the city government must review where the problems lay; whether it is at the redesigning phase of the study or during the implementation.

- Regarding customers perspective on the service delivery system, the finding indicated that the Addis Ababa city government must draw up and develop strategies and should establish a system to eliminate the disadvantages of distance. The majority of the customer didn't provided services to the residents as proximate as possible in their neighborhood.
- Regarding queuing the majority of the customers has passed through more than three up to five staff in getting the service. The information disseminations system to the customers is also very far behind the standard. In relation to customer's opportunity to give feedback on services provided, the minorities who said there is system of feedback. However the large majority of customers said the staffs were not provided an opportunity to the customers in order to give feedback.
- Regarding PSCAP institutional and implementation arrangements and their roles and responsibilities, the findings indicate that all implementing organs of PSCAP did not play their roles and responsibilities as assigned in the PIP. The Institutional arrangement of PSCAP was not clearly designed as per the required arrangement of the Project Implementation Program (PIP). The steering committee is non existence, and not functioning. This resulted in poor performance of the project as compared with other regions implementing agencies.
- Regional technical team (RTT) and PSCAP-Planning and programming (coordination) have not performed their duties and responsibilities as per required. Top level leadership has not given strong support and consultation to enhance the implementation of PSCAP. The procurement capacity of the bureau is weak and the Procurement desk does not have sufficient skilled staff. Thus obviously affects the PSCAP implementation to run effectively.
- Concerning that monitoring and evaluation (M&E) techniques, the finding indicated that several techniques are somehow exercised in the city government. However, the actions taken as the result of M&E, was not encouraging, most of the respondent said

accountability mechanism is not aligned with the M&E system. There is no even follow up mechanism as to what the actions taken solves the identified problems.

- Regarding PSCAP pooled fund support on CSRP implementation; the findings indicate that most of the respondents were agreed PSCAP pooled fund was used to provide bulk training, procurement of equipments, computers and accessories, and stationary materials, some consultancy services to support the implementation CSRP, however the respondents were also indicated the fund utilization wasn't effective, the PSCAP financial disbursement was poorly performed. It was not used strategically as the expected. This was also reflected in the city governments PSCAP midterm report out of the total PSCAP approved budget for the last five to six years, which is birr 114,549,071.00 million only birr 23,145,922.00 (20.2 %) has been utilized.
- Finally, the overall impact of CSRP concerned, the findings indicated that most of the respondents were agreed the implementation of CSRP brings some changes and improves the city government's performance of service delivery system; however, the result is not encouraging as the expected, considerable amounts of respondents were replied the impact of CSRP in the improvement of public service delivery were little.

From the findings of the analysis, it is possible to conclude that the Addis Ababa city government CSRP implementation, In spite of the constraints, the CSRP programs has made progress in meeting the development objectives stipulated under PSCAP. To improve service delivery, quick wins and BPR have been implemented at all level, to strengthen the human resource extensive in-house and generic training have been conducted to enhance transparency and accountability accounts and budgetary reforms have been implemented, furthermore, different rule, directives and guidelines have been developed as part of the **CSRP**.

However, the findings also indicated some problems in the reform implementation, as a reform leader the top managements were not discharge their responsibilities in reform realization, there is irregularity on the pace of the reform implementation and sense of ownership is not yet deepened, most of the HRM activities are not fully implemented the activities so far done were more focused on paper works such as development of guide line,

procedures, and regulations some of the activities of expenditure management and control system have not been implemented, the finding also indicated, the existence of corruption and unethical practice, and services are still providing based on favoritism or nepotism in the Addis Ababa city service providing institutions.

PSCAP institutional and implementation arrangements are not clearly designed. The findings also indicate that all implementing organs of PSCAP did not play their roles and responsibilities as assigned in the PIP. The fund utilization wasn't effective; the PSCAP financial disbursement was poorly performed. We can categorize the above mentioned constraints as attitudinal, institutional or system, and structural problems. Therefore, given the mentioned problems, the Addis Ababa city government service providing institutions have to work hard in order to achieve at the expected standard in their endeavor to improve public service delivery, even though there are several achievements that indicate the endeavor in recent years.

4.3. Recommendations

Based on discussions, analysis and findings, the study suggests the following recommendations to ensure effective implementation civil service reform program.

Public sector reform is among other things, an intensely political process and the top management's agenda, therefore, commitment and strong Top level management support is essentially important in implementing the reform program. Thus, the top management should establish sense of urgency and pushing up the commitment level of leadership at all levels, broaden clear understanding about the concept and objective of the reform. Since the success and sustainability of a reform program more depends on the extent to which the leadership committed themselves to implement the reform program for overcoming the political and bureaucratic obstacles, the top management of the city government must develop sense of ownership, enhance belongingness and create enabling environments, develop communicable plan, and build capacity of staffs to strengthen their competencies.

Leaders at all levels should be given trainings on strategic planning and management, change management, and other related leadership skill development trainings to make them play their pivotal role that is coaching and influencing subordinates to work towards the intended objectives.

Activities that were indicated in the human resource management and control /HRM/ that were not implemented at the city level which includes, training on the staff disciplinary procedures, results oriented performance appraisal system, human resources development and training plan, Procedures on staff promotion, and IT based HRM systems must be implemented.

Capacity building programs must be strengthen through training and education, therefore build capacities to develop the technical and managerial skills of employees and leaders at all levels by conducting training need assessment and formulating human resource development plans.

In order to reinforce the already started service delivery reform improvement, the city government must evaluate the BPR studies where the problem lays; whether it is at the

redesigning phase of the study or during the implementation. Communicate properly to all employees the revised study document before the implementation. Strengthen quick wins administrative activities, review service standards, and conduct regular and continuous assessments by developing checklist.

Service quality is measured by users or customers need and Public institutions must be responsive to the demands customers, therefore, to satisfy this needs enhance consultation with customers and stakeholders, develop and implement alternative service delivery models (one stop shopping, out sourcing, public private partnership, privatization leasing, etc).

Addis Ababa city government must draw up and develop strategies and should establish a system to eliminate the disadvantages of distance by providing customers as much as nearer and/ or proxy to the residential areas by opening new branch offices, delegating commensurate authority and establishing possible mobile services.

The Addis Ababa city government service providing institutions have to solve hindering factors such as distance, queue, bureaucracy, and staff attitudinal problems in order to provide efficient services. And also the city administration should use mechanisms such as introducing efficient procedures, reduce non value-adding steps, establishing single point of inquiry, introduce one stop shopping and providing clear and comprehensive information in order to minimize bureaucratic chain, number of staff engaged and queue in such away to provide efficient service to the customer.

To ensure transparency and accountability develop monitoring and evaluation framework, create awareness and build up professional and institutional capacity for M & E, set clear and understandable parameters to measure output, out come and impact by developing indicators. Provide and use M& E information for timely decision–making at all levels, Promote and align M& E system with accountability and transparency.

To make effective PSCAP pooled fund utilization to support CSR implementation the city government must develop strategy and implement the following interventions;

- Enhance strong Leadership support and commitment to rehearse PSCAP-CSR

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- PSCAP implementation has to be decentralized to program implementing agencies so as to create a sense of ownership; Addis Ababa Capacity Building Bureau should delegate PSCAP fund exercising power for program executing agencies.
 - Build up capacities of PSCAP staffs on planning, monitoring and evaluation, and international procurement and financial disbursements.
 - International competitive bidding (ICB) should be decentralized from MCB to regions. And procurement should be conducted by program implementing agencies with the help of procurement desk of the BCB.
 - The bank should assign sufficient personnel so as to make the issuance of No objection fast and avoid back logs. Besides this, the bank should also devise effective methods to shorten the redundancy in giving no objection.
 - The experts who are working in PSCAP should be given some allowance to scale-up their maturation. BCB should accelerate the initiation of PSCAP-performance evaluation results have to be link to reward and encouraging PSCAP staffs.
 - To improve the institutional and implementation arrangement PSCAP, the organogram of the bureau has to clearly redesign PSCAP institutional arrangement (Including planning, procurement, monitoring, and coordination units).
 - Some of the rules and directives of the World Bank have to give open rooms for creativity and flexibility particularly the procurement guideline needs to be decentralized.

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Annex1: Training Delivered

S. No.	Training Program
1.	Government policies and strategies
2.	City Government rules and regulations
3.	Business Process Reengineering
4.	Change Management
5.	Strategic Planning & Management
6.	Good Governance
7.	Budgeting and Finance
8.	Effective Customer Service Delivery
9.	Computer For Beginners
10.	Empowering Women In Leadership
11.	Enhance Service Delivery
12.	Gender Mainstreaming & Leadership Skills
13.	Human Resource Management
14.	Ethics and Anti corruption laws and directives
15.	Training & Orientation On Decentralization For Kebele Management
16.	Leadership Skill Development
17.	Performance Management
18.	Project Planning & Management
19.	Records Management
20.	Result-Oriented Performance Management /BSC/

Annex2:

Addis Ababa University

Faculty of Business and Economics Department of Public

Administration and Development Management

Questionnaires to be filled by Management and Employees of Addis Ababa City Government.

This questionnaire is prepared to collect data for the fulfillment of M.P.A thesis in Public Administration. The main aim of this questionnaire is to study and analyze Public Sector Capacity Building Program (PSCAP) with due focusing on the Civil Service Reform (CSR) Implementation in the City Government of Addis Ababa. Based on the finding of results, appropriate solutions will be recommended.

The purpose of the study is purely academic that will have no any negative effect on you as an individual or on your organization. The effectiveness of the study depends on your genuine and frank response which will be kept confidential. I, therefore, request you to fill the questionnaire honestly and frankly.

Thank you in advance for your cooperation.

Note:-

- Do not write your name.
- For multiple choice questions, please circle the best one.
- For those questions requiring your opinion, please make tick (✓) where you feel correct and write your explanations/ opinions when you are requested on the space provided, make it clear and precise.

1. Personal Information

1.1. Gender

- a) Male b) Female

1.2. Age category

- a) 18 - 24 b) 25 - 35 c) 36 - 45 d) Above 45

1.3. Educational level

- a) High school completed b) Certificate holder c) Diploma
d) First Degree e) Masters & above

1.4. Name of your organization _____

1.5. Your Position _____

1.6. Work experience

- a) Less than one year b) 1 - 5 years
c) 6 - 10 years d) above 10 years

2. Work related Questions (Implementation of the Civil Service Reform Program/CSRP/)

I would like to know your views regarding implementation of the Top Management Systems Sub-Program - (strengthening top management systems)

2.1. To what extent do you think management supports the activities of the Civil Service Reform (CSRP) in your office?

Very supportive 1	Is supportive to some extent 2	Not supportive at all 3	Don't know 4

2.2. How do you assess management's level of commitment to implementation of the CSRP in respect of each of the following items?

	All the time 1	Some of the time 2	Never 3	Don't know 4
a. The implementing body for each sub-program evaluates CSRP implementation at least every 2 weeks				
b. Management evaluates implementation of the CSRP at least every 2 weeks				
c. Management and the implementing bodies together evaluate implementation of the CSRP every month				
d. Management and the implementing bodies prepare annual CSRP implementation plan				
e. Management arranges training workshops/seminars on CSRP for staff				
f. Management is building capacity for subordinate staff to make decisions on their own				

2.3 Please answer the following by ticking in the appropriate box

	YES	NO	DON'T KNOW
a. Management have been trained on strategic planning			
b. Management have been trained on change management			
c. Management have been trained on the results-oriented performance appraisal system/ BSC			
d. Management have been trained on budgeting and financial management			
e. Management have been trained on project planning and management			

f. Management have been trained on delegation skills and delegation of decision making			
g. Management have been trained on time management			
h. Management have been trained on team building			
i. The strategic plan for the City Government has been developed			
j. The strategic plan for the City Government is being implemented			
k. The City Government has developed annual action plans			
l. The City Government's annual action plans are being implemented			
m. Management delegates decision making to subordinate staff			
n. Management evaluate their performances every month			
o. Actions/ decisions taken by Management solve problems			

I would like to know your views regarding implementation of the Human Resources Management Sub-Program- (improving governance of human resources management and control)

2.4 Please answer the following by ticking in the appropriate box

	YES	NO	DON'T KNOW
a. Procedures and regulations for dealing with staff disciplinary cases have been developed			
b. The procedures for dealing with staff disciplinary cases are being implemented			
c. Staff have received training on the staff disciplinary procedures			
d. Guidelines and procedures on how to conduct the results oriented performance appraisal system have been developed			
e. Staff have received training on the results oriented performance appraisal system			
f. The results oriented performance appraisal system has been implemented			
g. A human resources development and training plan has been developed			
h. The human resources training program is being implemented			
i. Procedures and guidelines have been developed for staff recruitment, selection and transfers			
j. Procedures for staff recruitment, selection and transfers are being implemented			
k. Procedures on staff promotion are being implemented			
l. Personnel records are properly maintained and are up to date			
m. Personnel records are confidential and kept in a secure location			
n. IT based HRM systems are being implemented			

2.5 Did you attend any training to upgrade your skill and knowledge and to improve your performance at work?

YES	
NO	

2.6 If YES to question 2.5., please, indicate the types of training you have been participated?

- (a) _____
- (b) _____

(c) _____

2.7 How do you evaluate the training? Please answer using a 5-point scale, 5 being “Excellent” and 1 being “Very poor”.

	Excellent 5	Good 4	Average 3	Poor 2	Very poor 1
The average duration for the trainings					
The trainer’s performance/ quality					
Trainees’ participation on the training					
Trainees’ level of understanding on the training/acquiring skills & knowledge					
Effect of the training on motivation and attitudinal change towards their job					

I would like to know your views regarding implementation of the Service Delivery Sub-Program-(improving performance and public service delivery)

2.8 List the major administrative actions (“Quick Wins”) that have been implemented in your department in order to improve service delivery to clients.

	YES	NO	DON’T KNOW
Wearing Budge name			
Office layout arranged			
Client waiting place arranged			
Opinion/ suggestion box in place			
Information desk set			
Service delivery standard stipulated			
Position direction pointer posted/ fixed			
Compliant handling mechanism set			

2.9 Has “Business Process Re-engineering” (BPR) been conducted in your office?

YES	
NO	

2.10 Did you attend any training on the aims, concepts, content and importance of BPR?

YES	
NO	

2.11 If YES to question 2.10, what was the level of your participation when BPR was being conducted and implemented in your office?

BPR has not been conducted in my department	
I participated as a member of the BPR task force	
I participated in discussions after problems had been identified	
I participated in discussions on final BPR results and on their implementation	
I did not participate in any way	

2.12 Preparation/ activities carried to implement BPR - Please answer the following by ticking in the appropriate box

Preparation to implement BPR	YES	NO	DON'T KNOW
Sufficient training on BPR had been conducted			
BPR Plan/ TOR prepared			
BPR change agent selected			
Steering committee established			
Technical committee established			
There was enough duration for the study?			
The study was conducted based on the BPR guideline			
Discussion with stakeholders, employee and customers had been carried on			
Pilot testing on BPR had been implemented			
Full implementation of BPR had been carried on			

2.13. How do you evaluate/rate the Full implementation of BPR Please answer using a 5-point scale, 5 being "Excellent" and 1 being "Very poor".

Evaluation of Full implementation of BPR	Excellent 5	Good 4	Average 3	Poor 2	Very poor 1
Preparation on BPR strategy document					
Office layout arrangement					
logistics					
Manpower supply					
Delivery of BPR Implementation documents on time					
Discussions with stakeholders and customers on the implementation					
Continuous monitoring and evaluation					
Daily/weekly evaluation based on program					
Comparisons of actual performance with the service standard					
Readiness to fulfill the stretched objectives					
Identification correction measures of the variation with service standard					

2.14 How do you compare the previous and the new service delivery? Please answer using a 5-point scale, 5 being “Excellent” and 1 being “Very poor”.

	Excellent 5	Good 4	Average 3	Poor 2	Very poor 1
Based on time					
Visit /Frequency					
Quality					
Satisfaction					
Application of technology on services/tasks					

2.15. How do you assess the results and impact of BPR on your office in respect of the following items?

	Has improved a lot 1	Has improved a little 2	Has not changed 3	Has become worse 4	BPR has not been conducted in my department 5
a. Staff attitude towards their work and customers					
b. Work procedures					
c. Organizational structure of the department					
d. Distribution of workloads					
e. Service delivery to clients and stakeholders					

2.16. Has your office established standards for service delivery to clients and stakeholders?

YES	
NO	
Not applicable – department does not provide services to the public	

2.17 If YES to question 2.16, have these standards been publicized to the public and to stakeholders?

YES	
NO	

2.18. Have performance and service delivery standards improved in your office in the last 2 years?

Name of Institution	Core Processes/ Service	Is it at Redesign Stage or Implementation State	Before BPR/ Restructuring		After BPR/ Restructuring		Any Other Changes including establishment of one stop shopping
			Steps	Time (in hours / days)	Steps	Time (in hours / days)	

2.19. What problems did you encounter when BPR was being conducted and implemented in your organization?

- (a) _____
 (b) _____

I would like your views regarding implementation of the Expenditure Management and Control Sub-Program (improving transparency and accountability)

2.20. Please answer the following by ticking in the appropriate box

	YES	NO	DON'T KNOW
a. The Federal Government's finance proclamation and regulations are being implemented			
b. Accounts staff have been trained on the finance administration procedures			
c. Finance administration procedures have been developed and are being implemented, e.g. budget codes, double entry accounting			
d. All Government property is properly recorded in an assets register			
e. A log book is properly maintained for use of government vehicles			
f. Use of stationery and consumables is monitored and controlled			
g. Use of office telephones is monitored and controlled			
h. Cash advances are properly accounted for and paid back			
i. Prescribed procedures for procurement are being implemented			
j. Elimination of backlog accounts at all levels			
k. Adopt with the new financial proclamation			
l. Implement the new budget reform			
m. Implement the accounts reform/ double entry modified cash systems			
n. Institutions implement the cash management system			
o. Institutions implement automated financial systems			
p. Implement/adopt procurement legislation and related directives			
q. Institutions able to prepare standardized internal audit report			

**I would like to know your views regarding implementation of the Ethics Sub-Program-
(improving transparency and accountability)**

2.21. Please answer „YES“ or „NO“ to the following by ticking in the appropriate box

	YES	NO	DON'T KNOW
a. The City government has developed its own code of ethics			
b. The City government is implementing its code of ethics			
c. Staff have been trained on the code of ethics			
d. Ethics Office has been established in the city government			
e. Ethics Officer has been appointed in the city government			
f. City government make annual public audit reporting to the city Council			
g. City government make annual disclosure of accounting information to the public			
h. ethics and anti-corruption practices and systems have been strengthened			

2.22 Do you know if there is any corruption in the organization?

YES	
NO	

2.23 Are you aware of any cases where staffs in this institution have practiced nepotism or favoritism in the provision of services to customers?

YES	
NO	

2.24 If you are aware of cases of favouritism or nepotism by staff in this institution, how widespread or common do you think the practice is?

It is rare 5	It occurs only occasionally 4	It is a common practice 3	It is a very common practice 2	I am not aware of any cases 1

2.25. Have you developed any monitoring and evaluation (M&E) techniques to track accountability and transparency (e.g. public surveys)?

YES	
NO	

2.26. If your answer is yes to question 2.25, please indicate

- What were the subjects of the M&E mechanisms used

- :-----

- What have been the results of the M&E:-----

- What action has been taken as a result of the M&E:-----

- The action that has been taken as a result of the M&E solve problems:-----

- Is this to be a regular on-going exercise:

YES	
NO	

2.27 Overall, how do you assess the impact of the Civil Service Reform Program implementation on improving the performance of the City Government’s service delivery?

Has resulted in a lot of improvement 1	Has improved a little 2	Has been no change 3	Standards have deteriorated 4

2.28. How was PSCAP pooled funding used to support the implementation of the Civil Service Reform Program? -----

2.29 What problems have you encountered during implementation of the Civil Service Reform Program?

- (a) _____
- (b) _____
- (c) _____

2.30. Please what possible course of action do you recommend as way forward to address critical intervention areas of reform and implementation bottlenecks?

- (a) _____
- (b) _____
- (c) _____

THANK YOU FOR TAKING TIME TO ANSWER THE QUESTIONNAIRE

Annex3:

Addis Ababa University

Faculty of Business and Economics Department of Public

Administration and Development Management

QUESTIONNAIRE FOR CLIENTS

This questionnaire is prepared to collect data for the fulfillment of M.P.A thesis in Public Administration. The main aim of this questionnaire is to study and analyze Public Sector Capacity Building Program (PSCAP) with due focusing on the Civil Service Reform Implementation in the City Government of Addis Ababa. Based on the finding of results, appropriate solutions will be recommended.

The purpose of the study is purely academic that will have no any negative effect on you as an individual or on your organization. The effectiveness of the study depends on your genuine and frank response which will be kept confidential. I, therefore, request you to fill the questionnaire honestly and frankly.

Thank you in advance for your cooperation.

Note:-

- Do not write your name.
- For multiple choice questions, please circle the best one.
- For those questions requiring your opinion, please make tick (✓) where you feel correct and write your explanations/ opinions when you are requested on the space provided, make it clear and precise.

2. Personal Information

2.1. Gender

- a) Male b) Female

2.2. Age category

- a) 18 - 24 b) 25 - 35 c) 36 - 45 d) Above 45

2.3. Educational level

- a) Never attended school b) Attended elementary/primary school
c) High school completed d) Certificate holder

- e) Diploma f) First Degree
 g) Masters & above h) Other (specifies) _____

1.4. What is your occupation? If your occupation does not appear on the list, please Add below

Student	1
Civil servant	2
Businessman/woman in the private sector	3
Employee in the private sector/NGO	4
Housewife	5
Unemployed	6
Self-employed	7

Other occupation _____

2. Work related Questions

2.1. Place of interview

Centre / Place of interview	
Name of institution	
Core process visited by the respondent within the institution	

I would like to know the reasons for coming to this office today and your experiences with the staff here

2.2. How far did you have to travel to come to this office today?

Less than 5 km	1
5.1 – 10 km	2
10.1 – 20	3
20.1 – 30	4
30.1 – 40	5
40.1 – 50	6
50.1 – 100	7
Over 100 km	8
Distance unknown	9

2.3. What was the purpose of your coming to this office today?

- (a) _____
 (b) _____
 (c) _____

2.4. Did you get the service that you had come for?

YES	1
NO	2

2.5. If NO to question 2.4, why were you not able to get the service you wanted?

(a) _____

(b) _____

2.6. How many employees of this office did you have to talk to, or had to approve in order to receive the service that you wanted?

1 person only	1
2 staff	2
3 staff	3
4 staff	4
5 staff	5
More than 5 staff	6

2.7. When you arrived at this office today, did you have to stand in a queue before you could get the service you wanted?

YES	1
NO	2

2.8. If you had to stand in a queue (YES to question 2.7), approximately how many people were in front of you when you arrived?

None, I did not stand in a queue	1
Less than 10 people in front	2
11 – 20 in front of me	3
21 – 50 in front of me	4
51 – 100 in front of me	5
Over 100 in front of me	6

I would like to hear what you think of the staff that served you in this office today

2.9. Using a 5-point scale with 1 being “very satisfied” and 5 being “very dissatisfied”, how do you rate the standard of service that you got today with respect to each of the following items?

	Very satisfied 1	Satisfied 2	Neither satisfied nor dissatisfied 3	Dissatisfied 4	Very dissatisfied 5
a. The length of time they took to serve you					
b. Courteousness and helpfulness of the staff					
c. Efficiency and hard work by staff					
d. Sensitivity of staff to your feelings					
e. Staff appearance and dress					
f. Honesty and integrity of staff					
g. Knowledge level of staff about their work					
h. Availability of staff to serve clients					
i. Adherence to official opening hours					

2.10. Overall, how do you assess the quality of service that you received from this office today?

Excellent 1	Good 2	Average 3	Poor 4	Very poor 5

2.11. How do you think the quality of services provided by this office has changed during the past two years?

Has improved a lot 1	Has improved a little 2	Have not changed 3	Has deteriorated 4	Don't know 5

I would like to hear your views on the way this office communicates with its customers

2.12. How do you assess the mechanisms that the office uses for disseminating information about the services it provides and the procedures for clients to obtain those services?

Mechanism used	Excellent 1	Good 2	Fair 3	Poor 4	Very poor 5	None provided 6	Don't know 7
a. Pamphlets and brochures							
b. Oral explanations by staff/information desk							
c. Wall charts and displays							
d. Pinned on notice boards							
e. Radio							
f. TV							

g. Newspapers							
h. Telephone							
i. Internet/email							
j. In meetings with clients							
k. Letters and circulars to clients							

2.13. Did the officers that served you today give you a chance to give feedback on their services?

YES	1
NO	2

2.14. If YES to question 2.13, what feedback mechanism were you provided? If you used other means of giving feedback or lodging a complaint, please add below

Did not find it necessary to give feedback	1
Was not given an opportunity to give feedback	2
Used a suggestion box	3
Filled in a customer complaint form	4
Talked/complained to the officer that served me	5
Talked to the supervisor	6
Was referred to the Complaints Handling Officer	7
Was told to write a letter	8
Telephoned my suggestion/complaint	9

Other feedback mechanisms you used _____

I would like to hear your suggestions for improving the standard of service delivery by this office

2.15. Tick up to 3 items that you think are the main problems/constraints facing the staff of this office in the delivery of services to customers. If the list does not include anything you want to say, please add below.

Staff are rude to customers	1
Long queues	2
It takes a long time to obtain services	3
They require too many documents	4
Too few staff to serve us	5
They cannot find our files	6
They don't inform us beforehand what to bring with us	7
They are too busy	8
They do not have adequate equipment and facilities	9
Staff are too lazy	10
They ask for bribes/corrupt	11
Staff are absent from the office most times	12

They do not keep appointments with customers	13
They do not respond to queries from customers	14
They do not understand their work/duties	15
They favour their friends and relatives	16
The offices are too crowded	17
The offices are dirty	18
There is too much bureaucracy/asked to see too many officers	19
There are no chairs to sit while waiting to be served	20

Other problems or constraints faced by staff in this office

2.16. Do you have any suggestions for improving the standard of service delivery by the staff of this office?

(a) _____

(b) _____

(c) _____

I would like to know your views and experiences about corruption and bribery in the civil service in return for services

2.17. Do you know if there is corruption in this department?

YES	1
NO	2
In the past, but not now	3

2.18. If YES to question 2.17, how often bribes given to officials in this office in return for services?

Never 1	Only rarely 2	Some of the time 3	All the time 4

2.19. Do you think this type of corruption has increased or decreased during the past two years?

Has decreased	No change	Has increased	Don't know	Not applicable – have never paid
---------------	-----------	---------------	------------	----------------------------------

1	2	3	4	5

2.20. During the past 12 months, have you ever obtained services in this office because you were being favored either as a friend or relative (i.e. staff practicing nepotism or favoritism?)

YES	1
NO	2

2.21. If you have previously obtained services through favoritism or nepotism by staff in this office, how widespread or common do you think the practice is?

It is rare	It occurs only occasionally	It is a common practice	I am not aware of any cases
1	2	3	4

THANK YOU FOR YOUR TIME TO ANSWER THIS QUESTIONNAIRE

Annex4:

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?????? ???? ?? ????? ???? ???? ???? ???? ???? ??

ለአገልግሎት ተጠቃሚዎች የተዘጋጀ መጠይቅ

ይህ መጠይቅ የተዘጋጀው በህዝብ አስተዳደር ድህረ ምረቃ ማሟያ ጥናት ለማኪኔድ የሚያገለግል መረጃ ለመሰብሰብ የተዘጋጀ ነው የመጠቀሪያ አላማ የፓብሊክ ሴክተር የአቅም ግንባታ ፕሮግራም በተለይም በሲቪል ሰርቪስ ማሻሻያ ፕሮግራም ትኩረት በመስጠት በአዲስ አበባ ከተማ አስተዳደር ላይ ያለበትን ሁኔታ ለማጥናት የተዘጋጀ ነው።

የዚህ ጥናታችን ተሳታፊ ከሚሆኑ የአገልግሎት ተጠቃሚዎች ሁሉ የምንወስደው መረጃና አስተያየት በሚሰጡ የሚያዝ ከመሆኑም በላይ በተሰጥዎት መጠይቅ ቅፅ ላይ ስምዎን መጻፍ የማያስፈልግ መሆኑን እንገልጻለን።

ማሳሰቢያ:-

- ❖ የሚሰጡት መልስ (✓) ምልክት ይጠቀሙ
- ❖ አማራጮች ሲኖሩ (✓) ምልክት በመጠቀም ከአንድ በላይ መልስ መስጠት ይቻላል

ለጥናቱ ብቻ አስፈላጊ የሆኑትን የግል መረጃዎች ስለመጠየቅ፣

1. ጾታ

ወንድ	1
ሴት	2

2. በየትኛው የዕድሜ ክልል ውስጥ ይገኛሉ?

ከ16 - 25 ዓመት	1
ከ26 - 35 ዓመት	2
ከ36 - 45 ዓመት	3
ከ46 - 55 ዓመት	4
ከ56 - 65 ዓመት	5
ከ65 ዓመት በላይ	6
እድሜውን ያላሳወቀ	9

3. ከፍተኛው የትምህርት ደረጃዎ ምንድን ነው?

መደበኛ ትምህርት ያልተከታተለ	1
የመጀመሪያ ደረጃ ትምህርት የተከታተለ/እስከ 8ኛ ክፍል የደረሰ	2
የሁለተኛ ደረጃ ትምህርት የተከታተለ/እስከ 12ኛ ክፍል የደረሰ	3
የሙያና የቴክኒክ ትምህርት	4
የኮሌጅ ዲፕሎማ	5
የመጀመሪያ ዲግሪ	6
ሁለተኛ ዲግሪና ከዚያ በላይ	7

4. አሁን የተሰማሩበት የሥራ ዘርፍ ምንድን ነው?

ተማሪ	1
የመንግሥት ሠራተኛ	2
የግል ድርጅት/ገንዘብ ያለው/ ያላት	3
በግል ድርጅት/መያዣ ተቀጥሮ/ራ የሚሠራ	4
የቤት እመቤት	5
ሥራ የሌለው/ያልተቀጠረ	6
ራሱን በራሱ የሚያስተዳድር/ የግል ተዳዳሪ	7

ሌላ የሥራ ዘርፍ ካለ ቢገለጽ? _____

1. ቃለ መጠይቁ የተካሄደበት ቦታ

ቃለ መጠይቁ የተካሄደበት ቦታ	
አገልግሎቱን ለማግኘት የመጡበት ተቋም ስም	
አገልግሎቱን ያገኙበት <input type="checkbox"/> ስራ ላይ <input type="checkbox"/>	

ከዚህ ቀጥሎ የቀረቡት ጥያቄዎች ወደ እዚህ ቢሮ የመጡበትን ጉዳይ እና እዚህ ቢሮ ከሚሠሩት አገልግሎት ሰጪ ሠራተኞች ጋር ያልዎትን ግንኙነት ለማወቅ የተዘጋጁ ናቸው።

2. እዚህ ቢሮ ለመምጣት ምን ያህል ርቀት ተጓዙ?

ከ5 ኪ.ሜ. በታች	1
ከ5.1 እስከ 10 ኪ.ሜ	2
ከ10.1 እስከ 20 ኪ.ሜ	3
ከ20.1 እስከ 30 ኪ.ሜ	4
ከ30.1 እስከ 40 ኪ.ሜ	5
ከ40.1 እስከ 50 ኪ.ሜ	6
ከ50.1 እስከ 100 ኪ.ሜ	7
ከ100 ኪ.ሜ በላይ	8
ርቀቱን አላውቅም	9

3. በዛሬው ቀን ወደዚህ ቢሮ የመጡበት ምክንያት ምንድን ነው?

ሀ/ _____

ለ/ _____

ሐ/ _____

4. የመጠብቅ ጉዳይ ተሳክቶታል?

አዎ	1
አይደለም	2

5. ለጥያቄ ቁጥር 4 መልስዎ አይደለም ከሆነ፣ የፈለጉትን አገልግሎት ለማግኘት ያልቻሉበት ምክንያት ምንድን ነው?

ሀ/ _____

ለ/ _____

6. ወደዚህ የመጠብቅን አገልግሎት ለማግኘት እዚህ ቢሮ ውስጥ ከሚገኙ ስንት ሠራተኞች ጋር ጉዳዩን በተመለከተ ተነጋገሩ? ወይም ለፊርማ አቀረቡ?

1 ሠራተኛ ብቻ	1
2 ሠራተኞች	2
3 ሠራተኞች	3
4 ሠራተኞች	4
5 ሠራተኞች	5
ከ5 ሠራተኞች በላይ	6

7. ዛሬ እዚህ ቢሮ ሲደርሱ የሚፈልጉትን አገልግሎት ለማግኘት ወረፋ ጠብቀው/ተሰልፈው ነበር?

አዎ	1
አይደለም	2

8. ለጥያቄ ቁጥር 12 መልስዎ አዎ ከሆነ፣ በግምት ምን ያህል ሰዎች ከእርስዎ በፊት ተሰልፈው/ተራ ሲጠብቁ ነበር?

እንደውም አልተሰለፍኩም	1
ከፊቴ ከ10 የሚያንሱ ሰዎች ነበሩ	2
ከ11-20 ሰዎች ነበሩ	3
ከ21-50 ሰዎች ነበሩ	4
ከ51-100 ሰዎች ነበሩ	5
ከ100 የሚበልጡ ሰዎች ነበሩ	6

ከዚህ ቀጥሎ የቀረቡት ጥያቄዎች አሁን አገልግሎት ባገኙበት ቢሮ ውስጥ የሚሰሩትን ሠራተኞች በተመለከተ ያልዎትን አስተያየት ለማወቅ የተዘጋጁ ናቸው።

9. ከታች የተጠቀሱትን 5 የንፅፅር ደረጃዎችን በመጠቀም /ለምሳሌ 1ን በጣም ረክቼአለሁ፣ 5ን በጣም አልረካሁም ለማለት/ ከታች ከተጠቀሱት ነጥቦች አንፃር የአገልግሎት አሰጣጡን ጥራት ደረጃ ይመዘኑ።

	በጣም ረክቼአለሁ	ረክቼአለሁ	ለመምረጥ ያስቸግረኛል	አልረካሁም	በጣም አልረካሁም
	1	2	3	4	5
ሀ. አገልግሎቱን ለመስጠት የወሰደባቸው ጊዜ					
ለ. የሠራተኛው ትህትና፣ ቅንነትና ተባባሪነት					
ሐ. የሠራተኛው ቅልጥፍናና ታታሪነት					
መ. ሠራተኛው የተገልጋዩን ስሜትና ፍላጎት የመጠበቅ ችሎታው					
ሠ. የሠራተኛው የአቀራረብና የአለባበስ ሁኔታ					
ረ. የሠራተኛው ታማኝነት					
ሰ. ሠራተኛው ስለሥራው ያለው የፅዕኑት ደረጃ					
በ. ሠራተኛው አገልግሎት ለመስጠት በሥራ ገበታው መገኘቱ					
ቀ. ሠራተኛው ሳይዘገይ በሰዓቱ በቢሮው መገኘቱ					

10. በዚህ ቢሮ ያገኙትን አገልግሎት ጥራት/ደረጃ በአጠቃላይ እንዴት ይመዘኑታል?/

እጅግ በጣም ጥሩ	ጥሩ	መካከለኛ	ዝቅተኛ	በጣም ዝቅተኛ
1	2	3	4	5

11. የዚህ ቢሮ የአገልግሎት አሰጣጥ ጥራት/ደረጃ ባለፉት 2 ዓመታት ውስጥ ምን ያህል ተለውጧል?

bEM ts>§*L	በመጠኑ ተሻሽሏል	ምንም ለውጥ የለውም	ደረጃው/ጥራቱ ወርዷል	አላውቅም
1	2	3	4	5

ከዚህ ቀጥሎ የቀረቡት ጥያቄዎች አሁን አገልግሎት ያገኙበት ቢሮ ከተገልጋዮቹ ጋር በምን መልኩ ግንኙነት እንደሚያደርግ ለማወቅ የተዘጋጁ ናቸው።

12. ይህ ቢሮ የሚሰጠውን አገልግሎት በተመለከተ እንዲሁም ተገልጋዩ አገልግሎቱን ለማግኘት ማግኘት ስለሚገባው ቅድመ ሁኔታዎች ለአገልግሎት ተጠቃሚዎች የሚያሳውቅበትን ዘዴ እንዴት ይመዘኑታል?

መረጃ የማሳወቂያ ዘዴዎች	እጅግ በጣም ጥሩ 1	ጥሩ 2	መካከለኛ 3	ደካማ/ ዝቅተኛ 4	በጣም ዝቅተኛ/ ደካማ 5	የትኛውንም ዘዴ አይጠቀምም 6	አላውቅም 7
ሀ. በራሪ ወረቀቶች							
ለ. በሠራተኞች የሚደረግ የቃል ገለጻ/የመረጃ መስጫ ዴስክ							
ሐ. በግድግዳ ላይ የሚለጠፉ መረጃዎች/ማስታወቂያዎች							
መ. ለማስታወቂያ ሰሌዳ የሚለጠፉ መረጃዎች							
ሠ. በራዲዮ							
ረ. በቴሌቪዥን							
ሰ. በጋዜጦች							
ሸ. በስልክ							
ቀ. በኢንተርኔት/ኢ-ሜይል							
በ. ከተገልጋይ ጋር በሚደረግ ስብሰባ							
ተ. ደብዳቤና ሰርኩላር በመላክ							

13. ሠራተኞቹ ስለተሰጥዎት አገልግሎት አስተያየት እንዲሰጡ ዕድል ሰጥተዎታልን?

አዎ	1
አይደለም	2

14. ለጥያቄ ቁጥር 13 መልስዎ አዎ ከሆነ፣ አስተያየትዎን ለመስጠት ምን ዘዴ እንዲጠቀሙ አመቻቹልዎት? /ከታች ከተጠቀሰው ሌላ ዘዴ የተጠቀሙ ከሆነ እባክዎ እታች ይግለጹ/

አስተያየት መስጠት አስፈላጊ ሆኖ አላገኘሁትም	1
አስተያየት እንደሰጥ ዕድሉ አልተሰጠኝም	2
በአስተያየት መስጫ ሳጥን ተጠቅሜአለሁ	3
የቅሬታ ማስተናገጃ ቅጽ ሞልቼአለሁ	4
አስተያየቴን/ቅሬታዬን አገልግሎቱን ለሰጠኝ ሠራተኛ አስረዳሁ	5
አስተያየቴን ለቅርብ አለቃ በቃል አስረድቻለሁ	6
ለቅሬታ ማስተናገጃ ቢሮ/መኮንን አቅርቤአለሁ	7
አስተያየቴን/ቅሬታዬን በደብዳቤ እንደገልጽ ተደርጓል	8
አስተያየቴንም ሆነ ቅሬታዬን በስልክ ገልጬአለሁ	9

ሌላ ተጨማሪ ዘዴ ተጠቅመው ከሆነ ቢገለጹ?

ከዚህ ቀጥሎ የቀረቡት ጥያቄዎች አገልግሎት ያገኙበትን ቢሮ የአገልግሎት አሰጣጥ ጥራት/ደረጃ ለማሻሻል የሚያስችል አስተያየትዎን ለማወቅ የተዘጋጁ ናቸው።

15. ከዚህ በታች ከተዘረዘሩት ነጥቦች ውስጥ በእርስዎ አመለካከት የዚህ ቢሮ ሠራተኞች የተሟላ አገልግሎት ለመስጠት አላስቻሏቸውም የሚሏቸውን 3 ዋና ዋና ችግሮች/መሰናክሎች በመምረጥ ምልክት ያደርጉ፤ /ዘርዘሩ ሊሉት የፈለጉትን ሀሳብ የማያካትት ከሆነ እባክዎ ከታች ይግለጹ/

ሠራተኞቹ ተገልጋዩን የሚያስከፋ ባሕርይ ያሳያሉ	1
ረጅም ስልፍ/ወረፋ አለ	2
አገልግሎቱን ለማግኘት ረዥም ጊዜ ይወስዳል	3
አገልግሎቱን ለመስጠት በርካታ መረጃዎች/ሰነድ ይጠይቃሉ	4
አገልግሎቱን የሚሰጡ ሠራተኞች በጣም ጥቂት ናቸው	5
ፋይሎች ይጠፋሉ	6
ምን ምን መረጃዎች ይዘን መምጣት እንዳለብን በቅድሚያ አያሳውቁንም	7
ሠራተኞቹ በጣም ሥራ ይበዛባቸዋል	8
በቂ አገልግሎት መስጫ መሳሪያና ቁሳቁስ የላቸውም	9
ሠራተኞቹ ሲበዛ ሰነድ ናቸው	10
ሠራተኞቹ ጉቦ/መደለያ ይጠይቃሉ	11
አብዛኛውን ጊዜ ሠራተኞች በሥራ ገበታቸው አይገኙም	12
ለተገልጋዮች የሰጡትን ቀጠሮ አያከብሩም	13
ተገልጋዮች ለሚጠይቋቸው ጥያቄዎች ተገቢውን መልስ አይሰጡም	14
የተመደቡበትን ሥራቸውን በደንብ አልተረዱትም	15
በአገልግሎት አሰጣጥ ጓደኞቻቸውንና ዘመዶቻቸውን ያስቀድማሉ	16
ቢሮዎቹ በጣም የተጣበቡ ናቸው	17
ቢሮዎቹ ንፅህና ይካሄዳቸዋል	18
አገልግሎት ለማግኘት ውጣውረዱ ይበዛል	19
ተገልጋዩ ተቀምጦ ተራውን የሚጠብቅበት መቀመጫዎች የሉም	20

የቢሮው ሠራተኞች የሚገጥሟቸው ሌሎች ችግሮች/መሰናክሎች ካሉ ቢገለጹ?

16. በዚህ ቢሮ የሚገኙ ሠራተኞች የአገልግሎት አሰጣጥ ደረጃ/ጥራት በምን መልኩ ቢሻሻል የተሻለ ይሆናል ብለው ያምናሉ? አስተያየትዎን ቢገልጹልን?

ሀ/ _____

ለ/ _____

ከዚህ ቀጥሎ የቀረቡት ጥያቄዎች መንግሥት በሚሰጣቸው አጠቃላይ አገልግሎቶች ላይ የሚፈጸሙ የሙስና ዓይነቶች ምን እንደሚመስሉ ያልዎትን አስተያየት ለማወቅ የተዘጋጁ ናቸው።

17. በዚህ ቢሮ ሙስና ስለመኖሩ የሚያውቁት ነገር አለን?

አዎ	1
አይደለም	2
አላውቅም	3

18. ጥያቄ ቁጥር 17 መልስዎ አዎ ከሆነ፣ አገልግሎቱን ለማግኘት ለሠራተኞቹ የሚሰጥ የመደለያ/የጉቦ ክፍያ ምን ያህል ይደጋገማል?

እንደውም አይከፈልም 1	በጣም አልፎ አልፎ 2	አንዳንዴ 3	ሁልጊዜ 4

19. ከዚህ ቀደም ከዚህ ቢሮ አገልግሎት ለማግኘት ጉቦ/መደለያ ይሰጥ የነበረ ከሆነ፣ ባለፉት 2 ዓመታት ውስጥ እንደዚህ ዓይነቱ የሙስና አሠራር ጨምሯል ወይስ ቀንሷል?

ቀንሷል 1	አልተለወጠም 2	ጨምሯል 3	አላውቅም 4	አይከፈልም 5

20. ባለፉት 12 ወራት ውስጥ በዘመድ/ንደኛ ወይም በትውውቅ አድልዎ የሚያደርግ ሠራተኛ አጋጥምዎታልን?

አዎ	1
አይደለም	2

21. በዝምድና/በንደኝነት ወይም በትውውቅ አድልዎ የሚያደርግ አገልግሎት ሰጪ ሠራተኛ አጋጥምዎት ከሆነ፣ ይህ ዓይነቱ አሠራር ምን ያህል የተለመደ ነው ብለው ያስባሉ?

በጣም አልፎ አልፎ 1	አንዳንድ ጊዜ 2	የተለመደ 3	እንደዚህ ዓይነት ሁኔታ አላውቅም 4

ጊዜዎን ሰውተው ለመጠይቁ መልስ በመስጠት ስለተባበሩን እና መሰግናለን።

Annex5:

Interview Questions

Key questions for PSCAP Steering committee to discuss on the overall implementation and results attained

The intention of this interview questions are to collect useful information from PSCAP steering committee. It aims to together adequate information through discussions on PSCAP/CSRP implementation and results attained.

- 1) How effective was the Bureau of Capacity Building in planning, coordination, Monitoring and evaluation of PSCAP interventions, Including.

- 2) What sort of reform measure and action is feasible to improve the institutional and implementation arrangement of PSCAP?

- 3) What activities are undertaken on each component of the CSRP, and what progress has been made in order to achieve the predefined objectives? i.e. (to promote the development of an efficient, effective, transparent, accountable, and ethical civil service)
 - * To strengthening Civil Service Reform Program coordinating structures,
 - * To strengthening top management systems

 - * To improving performance and public service delivery
 - * To improving the governance of human resource management
 - * To improving accountability and transparency
 - * To improving expenditure management and control

- 4) Have the minimum mandatory capacity building Activities/requirements (MMA) been achieved at all level?

-
- 5) How do you evaluate the participation of stakeholders, in the design, implementation and evaluation of PSCAP?
 - 6) What are the major achievements of the civil service reform on improving the performance of service delivery of the city government?
 - 7) What are the problems/challenges that are encountered during PSCAP - CSRP implementation?
 - 8) Please what possible course of action do you recommend as way forward to address critical intervention areas of reform and implementation bottlenecks?
 - 9) I would like to know your views regarding PSCAP, organs how well their Institutional and implementation arrangements are functioning comparing to the roles and responsibilities assigned in the PIP?
 - 10) How was PSCAP pooled funding used to support the implementation of the Civil Service Reform Program?

Annex6:

Interview Questions

Interview guide for PSCAP regional technical team/RTT focused group discussions on the overall implementation and results attained

1. How do you evaluate PSCAP institutional and implementation Arrangement
2. How effective was ,the Regional technical team (RTT) in fulfilling its Responsibility as indicated in PIP
3. How do you evaluate the Procurement and Financial management functioning
4. How do you see program PSCAP-Coordination functioning well
5. How do you evaluate the contribution of PSCAP in supporting CSRP
6. How was PSCAP utilized comparing to the budget allotted
7. How do you evaluate the performing capacity of program implementing institutions in PSCAP implementation
 - in planning and program coordination
 - procurement
 - Monitoring and evaluation, and reporting
8. How do you evaluate the top management commitment in supporting PSCAP implementation
9. What are the problems encountered During PSCAP support implementation
10. What possible course of action do you recommendation to improve PSCAP

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 the sources of materials used for the thesis have been duly acknowledged.

Declared by:

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Date: June, 2010

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