

ADDIS ABABA UNIVERSITY
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COLLEGE OF BUSINESS AND ECONOMICS

DEPARTMENT OF PUBLIC ADMINISTRATION AND DEVELOPMENT MANAGEMENT

**TITLE: AN ASSESSMENT ON THE CHALLENGES AND ACHIEVEMENTS OF BPR
IMPLEMENTATION IN THE OROMIA CIVIL SERVICE AND GOOD GOVERNANCE BUREAU**

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BY

HASSEN BEKELI

IDNO: GSR/0747/03

ADVISOR

CD DASH (Prof.)

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**BY
HASSEN BEKELI**

APPROVED BY BOARD OF EXAMINERS

_____	_____	_____
Advisor	Signature	Date
_____	_____	_____
Internal Examiner	Signature	Date
_____	_____	_____
External Examiner	Signature	Date

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Acronyms

BPI	Business Process Improvement
BPR	Business Process Reengineering
CSRP	Civil Service Reform Program
EMPA	Ethiopian Management Professionals Association
FDRE	Federal Democratic Republic of Ethiopia
GAO	General Accounting Office
HR	Human Resource
HRM	Human Resource Management
IT	Information Technology
LAN	Local Area Net work
MoCB	Ministry of Capacity Building
MoTI	Ministry of Trade and Industry
PSCAB	Public Sector Capacity Building Program
RTD	Real Time Dispatch
SPSS	Statistical Package for Social Scientists
TOR	Terms of Reference
TQM	Total Quality Management
USA	United States of America

Abstract

World political economies are experiencing dynamic transformations that require substantial adjustments in the way and manner public organizations operate. Thus, BPR has been emerged and offered to help mediate this transition among other managing techniques for it is found to be the more prominent systems of mapping and adapting to the realities of this new and complex order of the world. Moreover, as a philosophy and a strategy geared towards enhancing government working system, BPR implementation and practice have now been either considered or adopted in the agenda of renewal of public sector organizations among developed and developing countries, both at the local and national levels.

Accordingly, the Oromia Civil Service and Good Governance Bureau has viewed BPR as part of a shopping list of aspirant paradigms that prescribe the ways and approaches to reverse the tide of incompetence, inefficiency, redundancy, rigidity and problematic ways of service delivery of the Oromia region bureaucracy (civil service) including itself. As result, this study is done with the main objective of assessing the major achievements gained and challenges encountered while implementing BPR. To do so, this study employed qualitative research approach particularly descriptive survey in order to get better and deep information. Besides, both primary and secondary data sources were used to examine the issue under discussion. To this end, questionnaire survey was administered by performers.

In addition, to better triangulate the study findings interview with key official informants was held as well as personal observation was undertaken. Accordingly, the study result shows that despite few encouraging achievements were registered, multifaceted challenges has been encountered. For instance among major challenges, lack of top management focus and involvement, lack of continuous monitoring and evaluation, lack coordination and communication, absence of incentives etc are worth mentioning among many other challenges identified.

Finally, the study concluded by providing possible recommendations such as top management should be committed and be responsible for their action, provision of visible support to performers, proper incentives etc that may help to address those challenges and keep on maintaining the achievements registered so far.

Key words: *Public Sector, Business Process Reengineering, Implementation, Challenges*

CHAPTER ONE

1. Introduction

1.1. Background of the Study

Today's different world needs fitting system and build working system that enable them to be responsive, flexible and customer focus. Organizations are now prone to recognize challenging business environment that can determine their very existence. These could be remarkable in the context of globalization addressing to reduce costs, responsiveness to customer needs, and flexibility in managing their business, coping up with fierce competitive and rapid changing environment.

In line with this reality, since the early 1995, Africa has been experiencing a major ground swell of socio-economic and political reform changes with people of its continent taking resolute steps to demand tremendous efforts to create and develop effective, transparent, accountable and responsive institutions of government (Polidano, 1999).

Ethiopia is not an exception. From the historical accounts it can be recalled that the Ethiopian Civil Service has had a tradition and experience of serving various governments for over 100 years. However, it has been until recently given little attention to improve public service delivery. Unfortunately, the idea that the civil service exists to serve the public has been neglected and/or misunderstood in the Ethiopian public institutions (Atkilt A, 1996).

To this end, an inefficient, ineffective and unaccountable civil service and wider public sector confronted the new government, when it came to office in May 1991. Ministries, agencies and bureaus clearly lacked the capacity to implement the new government's policies and programmes. There were many reasons for this. Some reasons were structural. Most bureaucracies were traditional, vertically integrated hierarchies organized into groups of like functions. These, of course, maximized the managerial span of control and impeded the lateral communication policy and managerial requirements in the delivery of services (Report on CSRP by Task Force, 1994).

In those traditional, centrally administered departments, outcomes and outputs were not clearly articulated. Bureaucracies responded to centrally imposed rules that often had little, if anything, to do with what the organizations' real public purposes were or what they should have been. Rules, over many years had come to obscure those purposes (Report on CSRP by Task Force, 1994).

As a result, services were delivered inefficiently with little regard for the impacts that such inefficiency had on the customers and taxpayers. Such was the nature of bureaucracy. Many ministries and agencies over the years had also accrued activities for some former purposes that were no longer relevant (Report on CSRP, 1994).

Furthermore, in Ethiopia, the political commitment to reform is often criticized as inadequate, since many institutions lacking visionary leadership, organizations are operating under very poor conditions, the staffs in many organizations are not consulted and motivated when they should be citizens' interest and accountability relationship between government and public service providers has not been clarified (Paulos,2000:23).

Then, the new government began immediately to do so. It proceeded then to rectify the main problems identified including the elimination of redundant institutions, unbundling and contracting out of some government services. With the adoption of the 1994 constitution, the advent of the new government in 1991 brought with it a radically different style of government management, from one in which the state had been highly centralized and interventionist in political and economic affairs to one that introduced decentralized systems of government and a significant shift away from the command economy to one that would be more market based and that would encourage private sector growth. It was clear that the problems of the civil service inherited from the previous regime would not disappear without significant government intervention, among other things, in redefining the role of the state (Report on CSRP, 1994)

And it was also clear that the goals of creating a democratic system of governance and a market economy would not be achieved without reforming the civil service. The government had to transform Ethiopia from a poverty-stricken country to a middle-income economy and society with deep-rooted participatory democracy and good governance based on the mutual aspirations of its people, as it is explicitly stated in a clear vision for Ethiopia's future. And its mission was to develop Ethiopia into a socially progressive and prosperous nation with a globally competitive, modern dynamic and robust economy (EMPA, 2008).

Hence, these and others drove the government to look-for the civil service at all levels- the importance to these objectives of initiating reform. It understood that implementing change was the key to building civil service capacity, enhancing service delivery morale. The government also had a vision of developing a capable, accountable and transparent civil service. From the intention to improve the effectiveness and performance of the civil service and to ensure its affordability and sustainability over time extensive reform work has been taken on changing the

existing operating system (Report on CSRP, 1994, EPMA, 2008, and AH Consultancy Report 2010).

Cognizant to the above facts, right after coming to power, the EPRDF initiated a first phase reform (1991-1996) to overhaul and enhance the civil service system through a retrenchment and redeployment programme (AH Consultancy Report, 2010).

Accordingly, in 1996, the government established a task force aiming to assess problems in the civil service system. The task force found that the orientation, attitude and work practices of bureaucratic machinery were ill-suited to the needs of the new policy environment of the country. Some of the problems included: lack of clear national service delivery policy, attitudinal problems, insufficient recognition of citizens' right, lack of accountability, excessive hierarchy, giving priority to the convenience of providers not users, more concern on inputs and routine activities and less on achieving tangible outputs, lack of consultation with citizens and lack of complaint handling mechanism (AH Consultancy Report, 2010).

Consequently, the government initiated its second phase reform (1996-2002) programme in the form of comprehensive civil service reform programme (CSRP) that included five major sub – programs; top management reform, expenditure management reform and control reform, ethics reform, and public service delivery reform. Again, in 2003 the government commenced the third phase reform through public service delivery capacity building program (AH Consultancy Report, 2010).

Again, to further enhance these reform programs, Ministry of Capacity Building at the federal level and Bureau of Capacity Building at regional levels was established at their respective regions in Ethiopia in order to supervise, coordinate and guide the implementation of the national capacity building initiatives including reforms.

Moreover, thinking to further enhance the public service delivery the government has renamed the Ministry of Capacity Building to be Ministry of Civil Service through some minor rearrangements in 2010. Likewise, the Oromia Capacity Building Bureau has been renamed as Oromia Civil Service and Good Governance Bureau by merging with Civil Service Commission and Capacity Building Bureau under the new *proclamation number 163/2011* to restructure the power, duties and pin point responsibilities of the regions' executive bodies.

Thus, in order to attain its objectives of building human and institutional capacity as well as the systems, processes, rules and procedures required for enhancing efficient performance and there

by tackle problems, challenges and constituted weaknesses from the past development efforts and economic performance the bureau provided a holistic frame work on BPR across the Oromia region to encourage and ensure proper service delivery to the public.

In line with those expressions, the Oromia Civil Service and Good Governance Bureau has established BPR in all settings of organizations throughout the region by making the agenda of BPR a number one priority to ascertain flexible, responsible, open, accountable, transparent, efficient and effective to the public by way of simplification and elimination of wastage of extra and non- value adding efforts as per the business process re-engineering principle dictations in the provision of socio-economic services to its citizens (customers), it is not easy to implement it.

Therefore, the purpose of this study is to assess the major challenges and achievements of BPR implementation in the Oromia Civil Service and Good Governance Bureau.

1.2 Statement of the Problem

In today's dynamic global business environment, organizations both in public and private sectors are finding themselves under extreme pressure to be more flexible and adaptive to such change. Change always has been the case, but although in the past it was predictable, incremental and evolutionary, today it is unpredictable, rapid and revolutionary. Hence, modern organizations in order to successfully face these changes should undertake reforms aiming to address the changing expectations of citizens. With regards to this Kothingi Kiragu (2002) stated that Africa has gone through significant CSRP with view to improve service delivery for the last 15 years or so though this study was general in its tone. Despite this fact, Polidano (1999) argued that the context in which any reform is implemented and the organizational conditions around it are the key determinants for successful execution of reform.

Cognizant of this fact, Debela and Hagos (2011) rightly pointed out that the traditional working practices of Ethiopian public organizations criticized as being fragmented across various units of the organization and each unit focused only on one task that leads to frustrate the customers from ups and downs to get services from various units' handoffs. Thus, the Government of Ethiopia adopted business process reengineering (BPR) to respond to such problems with the overall aim of putting in place a modern Civil Service that is both capable of implementing government policy efficiently and effectively and far beyond to deliver quality service to its citizens.

Similarly, this reality has brought about the need of BPR in the Oromia National Regional State Government Bureaus and Agencies. Hence, Oromia Civil Service and Good Governance Bureau

was established under proclamation number 163/2011 to ensure, promote accelerate and sustain service delivery to the general public throughout the region.

Accordingly, its establishment has two separate but interconnected objectives. First, like any other regional public institutions seeking to transform themselves into better organization, this bureau must implement the BPR reform itself. Second, as a bureau that has a mandate to contribute to capacity building of the BPR reform of the region through research, training, monitoring and evaluation and consultancy provision, as well introducing new reform initiatives it must demonstrate and make sure that others have also gone through the same transformational process. Even though it is not comprehensive and lacks consistency, an assessment made on few selected Oromia bureaus by Filmon Hadaro Hando and his colleagues (2010) reflected that BPR has helped few organizations to make some incremental changes in their work environment which could be considered as an opportunity. More to the point, countless organizations with the help of the Bureau have taken initiatives in undertaking BPR and registered significant changes though there is existence of implementation pace variations.

By the same token, even though the bureau took eminent change initiatives and decided to keep the momentum of the change by intensifying the BPR effort for it could unavoidably bring holistic organisational transformations in the region, it is found to be encircled with variant sort of challenges both from within and other sectors as they practically lack to have a hard look at their roles and responsibilities and work in collaboration with each other with respect to BPR reform.

To this end, the implementation challenges could be traced to the works of many scholars such as Harris 1999 and Singh, 2009; Radnor and Walley, 2008; Radnor and Bucci 2007; Reyes 2001; Attaran and Wood, 1999; Linden 1998; GAO, 1997; Halachmi, 1995; Hammer and Champy, 1993; etc who believe that BPR is still an unfulfilled promise for many organizations despite all the energy, money and efforts spent by organizations trying to make their BPR efforts successful due to multifaceted challenges such as top management, change management, organizational related etc.

Nevertheless, the specific challenges the Bureau faced to implement BPR and achievements registered so far were not addressed in prior studies in comprehensive manner and lacks consistency.

Therefore, it is worth researching to identify the major challenges and achievements of BPR implementation by contextualizing the issue through asking the following questions to be addressed.

1.3 Research Questions

- ❖ How does the Bureau implement BPR?
- ❖ What are the major achievements gained to date?
- ❖ What are the major challenges encountering BPR implementation of the Bureau?

1.4 Objectives of the Study

1.4.1 General Objective

The overall objective of the study is to assess the challenges and achievements of BPR implementation in the Oromia Civil Service and Good Governance Bureau.

1.4.2 Specific objectives

In view of the above fact, this study aims at the following specific objectives.

- ✓ To know how the Bureau is implementing the BPR.
- ✓ To identify major achievements gained to date due to BPR implementation.
- ✓ To identify major challenges facing the BPR implementation in the Oromia Civil Service and Good Governance Bureau.
- ✓ To propose possible recommendations to show the way forward.

1.5. Significance of the Study

The provision of flexible, responsible, open, accountable, transparent, efficient and effective service to the public by way of simplification and elimination of wastage of extra and non- value adding efforts is not an easy task. Thus:

- ☞ This study is expected to show major existing challenges and appreciate achievements up to date by the bureau by producing evidences obtained from the study process.
- ☞ The study is expected to shade light on the practice of BPR implementation due to the initiatives taken by the bureau throughout the region.
- ☞ It will also be expected to serve as the base line to inspire other interested researchers on this study area.
- ☞ Furthermore, it is expected to give an insight to policy makers and policy advisers of the region on the applicability of BPR reality.

1.6. Research Methodology

The qualitative research approach mainly case study was used to undertake this specific research under consideration. This approach has been preferred because it enables to describe the

phenomenon of interest, which is *the challenges and achievements of BPR implementation of Oromia Civil Service and Good Governance Bureau*, in a great detail in the original setting of the research participants (performers and key official informants), often in style that almost approaches a narrative story.

As described by many scholars such as Clissett (2008) qualitative research covers a wide range of approaches for the exploration of “human experience, perceptions, motivations and behaviours” and is concerned with the collection and analysis of words whether in the form of speech or writing. In this respect, qualitative inquiry means to understand what others do and say or to “get grasp, hear, catch and comprehend” what something means (Grant, 2008).

In addition, Schwandt(2007) believes that understanding is itself a phenomenon which lies at the core of the qualitative research because “qualitative methodology and underlying philosophy are highly appropriate for understanding complex issues”. This is mainly to create a picture which covers the whole image in it by collecting data for further examination through a variety of angles or different peoples.

And, it certainly excels at generating information that is very detailed and important. In the final step, this data is to establish an enriched and significantly meaningful perspective. Indeed “meaning” is of essential concern to the qualitative research (Bogdan and Biklen, 1992). But, those meanings could suffer from personal bias. Thus, the researcher tried to check the validity of study by giving a great care for the reactivity, subjectivity issues that could hamper the research result.

1.6.1 The Research Methods

The primary objective of the research is to assess the challenges and achievements of BPR implementation in the Oromia of Civil Service and Good Governance Bureau. In order to undertake these activities, explain and meet the research objective case study method was employed.

This approach has the potential to deal with simple through complex situations. It enables the researcher to answer “how” and “why” type questions, while taking into consideration how a phenomenon is influenced by the context within which it is situated. For the researcher a case study is an excellent opportunity to gain tremendous insight into a case. It enables the researcher to gather data from a variety of sources.

According to (Yin 2003) case study have been done about decisions, programs, implementation process and organizational change.

To this end the multiple sources of evidences in the case studies allows a researcher to address a broader range of historical, attitudinal and behavioural issues to produce data triangulation aimed at corroborating the same facts or phenomenon (Sieber, 1973 and Yin, 1982 cited in Yin 2003). Thus, with data triangulation the potential problems of validity also can be addressed. Therefore, this study has also used various tools and sources to reach at the intended objectives.

1.6.1.1. Sources of Data Collection and Technique.

1.6.1.1.1. Sources of Data Collection.

In this study both primary and secondary data sources were used. With regard to secondary data source, relevant information was collected by consulting different documents pertinent to the challenges and achievements of BPR implementation. These include reports on BPR, Task force documents on CSRP, books, proceedings, websites and others.

In addition, primary data was collected through in depth interview with purposively selected key official informants as well as questionnaire survey was administered at the Oromia Civil Service and Good Governance Bureau. Besides, for better triangulation of the information gathered from the Bureau, personal observations was undertaken by the researcher by systematically looking at what was going on. Finally, this information was fine tuned and made ready for data analysis and presentation.

1.6.1.1.2. Data Collection Techniques

This research is aimed to employ the following data collection techniques in order to collect both primary and secondary sources. These includes: structured interviews with key official informants, questionnaire survey and to some extent own personal observations.

1.6.1.1.2.1 Structured Interviews with Key Official Informants

This data collection instrument is chosen because it provides uniform information which assures the comparability of data. It also requires a few interviewing skills than does unstructured interview.

Accordingly, this activity was undertaken with purposely selected sample key officials mainly process owners as it is found to be flexible which enables the researcher to ask respondents' various questions and get insight on the current scenario of BPR implementation in the study bureau. It also gives opportunities to the respondents' to express their feelings, ideas and opinions more about the topic under discussion. Hence, interview was held with five key official informants' who have different responsibility, expertise and experiences about the major

challenge encountered, and achievements obtained so far due to BPR implementation. Besides this, the reason behind selecting these key official individuals is basically for the triangulation of the research findings that could be obtained from questionnaire survey. Thus, interview guides which comprises of structured questions were developed to collect supplementary data on questionnaire survey.

Criteria for selecting key official informant samples

- Time
- Accessibility
- Opportunity to gather detailed information

1.6.1.1.2.2. Questionnaires (both open ended and close ended)

In order to collect primary data the researcher employed both closed and few open ended questionnaire. For example, the reason behind aiming to use a few open ended questionnaire is due to its advantage in giving room and freedom for respondents in answering questions and enhances the chance to provide in depth responses. In addition, it gives an opportunity to the researcher to ask the reason behind the respondents' answer.

Likewise, close ended questionnaire helped the researcher to cover a great deal of questions at a time and it is also easy for the respondents since it is provided with alternatives (choices) to be ticked or selected. Mostly, the researcher was interested in employing Likert Scale questioning style for the very reason that it is easy to ask, easily understand, easy to quickly answer, and quick to code for analysis in measuring individual's position on an attitude continuum to generate qualitative data. Thus, it saves time and energy for both researcher and respondents.

Accordingly, questionnaires consisting of four parts was developed and administered by the researcher. The first part is intended to collect personal information about respondents where as the second part was aimed at assessing the implementation scenario of the BPR by the Bureau. The third part focuses on the achievements gained as a result of implementing BPR. And finally the fourth part is concerned with major challenges encountered the BPR implementation.

To this end, the items were constructed by the researcher after consulting different materials and commented on by the advisor for distribution to the respondents.

1.6.1.1.2.3. Non-Participant Observation

According to (Yin 2003) observation involves looking and listening very carefully. Moreover, non- participant observation allows the researcher to study people/situation in their natural

settings without their behaviour being influenced by the presence of a researcher. A lot of what people do, they do it 'naturally', and they are not aware of it. This kind of data can fill out and provide a deeper, richer, understanding about the topic under study.

1.6.2 Method of Sampling and Sampling Procedure

The sample for the study was taken from the employees of the Bureau. According to the bureau's human resource process information, currently there are 171 employees including higher political appointees, specifically position of the Bureau head. Thus, a sample of 60 employees which are about 35 percent of the total number was taken for the questionnaire survey to be administered for this particular study. The sample size is believed to be a representative of the population as large sample size (35 percent) was taken from the total population.

As it is indicated above, by identifying the number of all employees the researcher decided the sample then he selected the samples using simple random sample by way of lottery method for distributing questionnaires.

Accordingly, respondent employees were selected through simple random sampling method for it is very useful to distribute the questionnaire for the respondents with the equal chance of being selected as the respondents.

In addition, an interview was made with purposely selected key official informants. Hence, it is easy to get an in depth information on the issue. Moreover, it helps to get information from those who have depth know how and long experiences on the issues under discussion.

1.6.3 Data Presentation and Analysis

After relevant information is collected data presentation and analysis will be the necessary step. So that, the information collected from both primary and secondary data sources through review of different documents and in depth interview with key informants, personal observations as well as questionnaire survey was organized and narrated. To be specific, opinion of respondents' on the questionnaire survey were summed up by frequency counts and then converted into percentages using statistics package for social scientists(*SPSS version 19*) instrument to provide the understandings of issue under discussion numerically. Indeed, data analysis was presented using tables, charts, figures where necessary. Ultimately, generalizations were made and presented accordingly for the qualitative data by way of narrating and interpreting the situations.

1.7. Scope of the study

Delivering remarkable service for the general public as per the BPR principle and indoctrination is very much challenging. Thus, it would have been very important if the researcher could cover all the regional Bureaus implementing the BPR reform and present the scenario existing.

However, due to the time, finance, capacity and other problems the researcher is forced to delimit the scope of the study only to be on the Oromia Civil Service and Good Governance Bureau.

1.8. Limitation of the Study

In any research activities collecting relevant information is quite necessary. But, in the process of gathering the required pertinent information the researcher encountered time and finance constraints. In addition, since respondents were overloaded and occupied by meeting of different agenda, particularly higher officials during the data collection was very difficult. With regard to written documents consulted related to the study area the researcher faced challenges in getting them. Moreover, the challenges just described in the study paper are not an exhaustive list and in fact the paper could uncover several more due to variety of reasons. Due to limitation of time, finance and capacity this research does not incorporate the opinion of customers. Thus, given these and other constraints and specified scope, this study is neither exhaustive, nor comprehensive but a modest step in the direction of pinpointing the challenges and achievements of BPR implementation in the study area briefly.

1.9. Organization of the Thesis

This research paper is organized in such a logical manner that chapter one deals with introduction, Statement of the problem, objectives of the study, research questions, research methodology, scope, significance and limitation of the study. Then, chapter two continued with exploring pertinent BPR related review of literatures at the commencement of the study to gain an understanding of previous research on the topic. Next, chapter three focused on the discussions, descriptions and presentations of data on BPR for the implementation at the study area. Finally, chapter four winded up the study with conclusions and recommendations.

CHAPTER TWO

2. REVIEW OF RELATED LITERATURE

Past research works, suggestions of different scholars, fundamental principles, theories, etc are of immense importance in any study. Even though research relating to this study is not easy to find, this section attempts to highlight pertinent issues related to the study topic.

2.1. Theoretical and Conceptual Frame Work

Due to the varied uses of the term, any study should start by outlining the conceptual definitions and its specific meaning in the study. Thus, the term BPR has different uses and meanings under different conditions and contexts, depending on the approach and purpose of its implementation. Different writers question its originality and practicability. This has resulted in some confusion on its operation and measurement. In view of these facts the researcher has considered the following issues.

With regard to the organization and practicability of BPR some trace its root back to management theories developed as early as nineteenth (19th) century. They consider it as an “old wine in the new bottle” by tracing its origin back to the theories of management, particularly that of Fredrick Taylor. The purpose of reengineering is to “*make all your processes the best-in class*”. Fredrick Taylor suggested in the 1860’s that managers could discover the best process of performing work and reengineering echoes and the classical belief that there is one best way to conduct tasks. In Taylor’s time, technology did not allow large companies to design processes in a cross-functional or cross dimensional manner. Specialization was the state-of- the- art method to improve efficiency given the technology situation at that time. For others it is a management tool and technique used in cutting costs, increasing return and productivity. And still others consider BPR as a downsizing and restructuring tool to get rid of people and selling of business units (Graham R. Sturdy, 2010).

In some ways, however, reengineering appears to be a reincarnation of Taylor’s scientific management model, which aspired to employ scientific and empirical methods in understanding work at the shop room level (Taylor, 1911). Taylor’s use of time and motion studies advanced the principle of understanding the work process to eliminate stages that cause wastage and fatigue among workers in the shop room. Reengineering would do the same thing except that it advocates the more radical prescription of discarding old processes and starting anew. It would be significant to mention here that Taylor’s methods became extremely popular in the study of

Public Administration in the years of transition brought about by the depression in America in the 1930s, and influenced the then fledgling discipline of Public Administration. Reengineering could thus be a form of neo-Taylorism resurrected in the present era (BT Costantinos 2008).

Nevertheless, BPR is about beginning of a new from the scratch, i.e., starting over entirely by considering how activities in the organization put together. Thus, it entails the fundamental and radical redesign of the old/traditional business processes for the pursuit of new direction and perspective of the organization. As Grover et al. (1995) indicated, the impetus for this change comes both reactively to competitive pressures and proactively to improve corporate responsiveness. In addition, Motwani et al. (1998) noted that BPR hailed as one of the current major drivers of change within organizations in order to survive in the changing environment of today.

The term 'Business Process Reengineering' was first introduced by Hammer (1990) and Davenport and Short (1990), and it has been thriving as a popular management tool for the past two decades. Supporting this, O'Neill and Sohal (1999) claimed Hammer (1990) and Davenport and Short (1990) as pioneers for BPR concept development during 1990. In connection with its introduction, as Tanoglu (2004) noted, during the beginning of 1990s, with globalization and extraordinary pace of development in the information technology (IT) area, three driving forces (customers, competition and change) resulted in BPR.

Following the introduction of BPR by Hammer (1990) and Davenport and Short (1990), various authors such as Al-Mashari and Zairi (2000) and Revenaugh (1994) observes that a variety of names have been used to describe BPR as core process redesign (Heygate, 1993; Rigby, 1993; Kaplan and Murdock, 1991), process innovation (Davenport,1993), business process redesign (Davenport and Short, 1990), organisational reengineering (Lowenthal, 1994), breakpoint business process redesign (Johansson et al, 1993), and business restructuring (Talwar, 1993). Because of these nomenclature variations, Tanoglu (2004) claimed that Hammer and Champy (1993) BPR definition as widely accepted. Hammer and Champy (1993) defined BPR:

"...is the fundamental rethinking and radical redesign of business processes to achieve dramatic improvements in critical, contemporary measures of performance, such as cost, quality, service, and speed."

According to the Hammer and Champy (1993), this definition contains four (*fundamental, radical, dramatic and process*) important words. Clarifying these key words would help clarify the concepts imbedded in Business Process Reengineering (BPR). Hence, as it is indicated on the foot note, these four keywords of BPR implied that before redesigning the process understanding the

'*fundamental*'¹ business operation is necessary, while it ignores the underlying rules and assumptions of the old/traditional business processes to '*radically*'² redesign the process for '*dramatic*'³ performance of business '*processes*'⁴ that can be measured in terms of speed, cost and quality.

Thus, they continued arguing that *the reality that organizations have to confront, however, is that the old ways of doing business...the division of labor around which companies has been organized since Adam Smith first articulated the principle...simply don't work anymore. Adam Smith's world and its way of doing business are yesterday's paradigm (Hammer and Champy, 1993).*

The message here is simple and straightforward: businesses must struggle to discard habits and traditions, those sacred and cherished walls of large, corporate entities that have transformed them into centralized bureaucracies, creating layers and layers of management over time, and which, in turn, symbolize the production of layers and layers of corporate rules, procedures and manuals. What had resulted is less flexibility and adaptability, and therefore, less capacity for competition against small, lean, and aggressive niche competitors engaged in predatory market offensives.

2.1.1. What Business Process Reengineering is not?

There are various notions about reengineering, from people with second hand knowledge (hearsay) on the subject to those just being introduced to the concept often jump to the conclusion that it is much the same as other business improvement programs with which they are already familiar. BPR is usually equated with automation, downsizing, restructuring or some other business fix of the month (Thomas, 1994).

Nevertheless, BPR has little or nothing in common with any of these other programs and differs in significant ways even from those with which it does share some common premises such as with total quality management (TQM) and Business Process Improvement (BPI). And it is important to know, however, that quality programs and reengineering share a number of common themes. They all recognize the importance of processes, and they all start with the

1 *Fundamental*: questioning the reason for the existence of the organization (including the Mandate) ; a fresh start, clean sheet, challenging the status quo concentrating on "What should be" -- unlearn all rules, assumptions, principles and techniques that underpin the way organisation is organized; takes nothing for granted.

2 *Radical*: going through the root of things, not improving what already exists, throw away the old and restart the new one; not superficial change or modification

3 *Dramatic*: not marginal, it is a quantum leap in performance i.e. drastic reduction in cost, dramatic improvement in speed, quality and service level achieving break through /50% and above.

4 *Processes*: inter related tasks or activities that together create value for the customer (Hammer and Champy, 1993).

needs of the process customer and work backwards from there (Sohel et al 1997 cited in Satrina Harvey and Bruce Millet1999).

However, the three programs also differ fundamentally. Quality programs work within the framework of a company's existing processes and seek to enhance them by means of what the Japanese call *Kaizen*, or continuous incremental improvement. The aim of TQM is to do what we already do, only to do it better. Quality improvement seeks steady incremental improvement to process performance (Dipietro1993; Goetsch and Davis 1995; Flood1993; Bank1992 cited in Satrina Harvey and Bruce Millet 1999). Likewise, Business Process Improvement (BPI) involves less dramatic and immediate departure from traditional practices in the organization. It focuses on incremental improvement and adheres to work units or operational aspects that a process based thinking (Harrington, 1991).

On the other hand, it is not surprising that BPR seeks break-through, not by enhancing existing processes but by discarding them and replacing them with entirely new ones. Reengineering involves, as well, a different approach to change management from that needed by quality programs. Reengineering is an intensive, top-down, vision-driven effort that requires nonstop senior management participation and support (Davenport and Short 1993; Hammer and Champy, 1993).

More importantly, Hammer and Champy (1993) argued that BPR is not a *downsizing and restructuring*. These are terms used to explain capacity reduction to meet current (lower) demands. Restructuring or downsizing means doing less with less. Reengineering by contrast means doing more with less. It is about rethinking work from the ground up in order to eliminate work that is not necessary and to find better ways of doing work. Reengineering eliminates routine and non value adding works not jobs and/or people. Reengineering is not restructuring. It is centred on how work is done not how an organization is structured.

Hammer also advocated the uniqueness and originality of BPR. According to him, reengineering is neither a fad nor of the same to old management tools and techniques. Reengineering is a revolution with new principle that the design of work must be based not on hierarchical management and specialization of labour, but on the end to end process and creation of value for the customers.

In addition, despite the important role played by information technology, reengineering is not the same as *automation*. Automating existing processes with information technology does not

necessarily eliminate the inefficiencies or wastes residing in the system. In fact automating might simply provide more efficient ways of doing the wrong kinds of things.

Reengineering also is not the same as reorganizing, or flattening an organization, although reengineering may, in fact, produce a flatter organization. The problems facing companies does not stem from their organizational structures but rather from their process structures. Overlaying a new organization on top of an old process is like patching an old cloth with a new piece of cloth. Companies that set out to “bust (broken)” bureaucracies are holding the wrong end of the stick. Bureaucracy is not the problem. On the contrary, bureaucracy has been the solution for the last two hundred years. If one dislikes bureaucracy in his company, let him try to get without it. Chaos will result. Bureaucracy is the glue that holds traditional companies together. The fragmented processes on which these traditional companies are built can only be held intact through the mean provided by bureaucracy. The way to eliminate bureaucracy is by reengineering the processes so that they are no longer fragmented. Then the company can manage nicely without its bureaucracy.

Thus from these views it is possible to deduce that, BPR is not “...*the same as business process improvement, total quality management (TQM), or any other manifestation of the contemporary quality improvement techniques or tools*”. Hence, reengineering is about beginning again with a clean sheet of paper. It is about rejecting the conventional wisdom and received assumptions of the past. Reengineering is about inventing new approaches to process structure that bear little or no resemblance to those previous eras. Tradition counts for nothing. Reengineering is a new beginning.

2.1.2. Why BPR?

According to Harris (1999); Singh (2009) organizations in the developing countries have the obligation to enable the citizens and the corporations of their countries from the risk of being overtaken by more competitions from abroad and at the regional levels. It is becoming an absolute requirement for organizations to either rethink or die. This is same for private business firms too.

Supporting this idea, Hammer & Champy (1993) explained the rise of BPR by the reality that organizations have to confront old ways of organizing -the divisions of labour don't work anymore. BPR challenges many of the assumptions which underpin the way organizations have been run for the last two centuries.

First, it rejects the idea of reductionism - the fragmentation and breaking down of organizations into the simplest tasks.

Second, it encourages organizations to capitalise on substantial developments made in technology.

Third, BPR enables organizations to take advantage of the more highly developed education and capabilities of the staff they employ (Beckford, 1998). Task-oriented jobs in today's world of customers, competition and change are obsolete. Instead, companies must organize work around processes (Hammer and Champy, 1993). BPR insists on the need to restructure processes prior to structuring institutions and hierarchies, and to structure these processes in different ways than before. This is predicted on the assumption that the potential of IT enables innovative designs of how work is being carried out. Supporting this idea, Davenport (1993) explained that the IT process has impacts in terms of organization streamlining/simplification, capturing and distributing, coordination, monitoring, analysis and decision making, and parallelism, enabling process change. Thus, although the role of IT is to enable new process design integration as mentioned earlier it is also evident that it can become an inhibitor of reengineering if the organization's IT infrastructure (*facility*) is inadequate or inflexible as well as performers know how is too much limited. At least in theory, BPR provides the missing link between the layer of strategy and that of the information system design.

Moreover, it recommends a holistic perspective which encourages the bringing of objectives, human resources, organization, IT and culture into a coherent perspective (Lenk, 1997). Reengineering can make dramatic process improvements, often amounting to cost reduction of 20-90 percent, cycle time reductions of 60-100 percent, and dramatic improvements in customer satisfactions from cost and time cycle reductions.

According to Hammer (1993), the driving forces behind reengineering are *customer, competition and change*. Customers both internal and external become more demanding and needs greater attention. Customers are aware of more alternative ways of how they can meet their needs and employ greater pressure on supplies.

Thus, to listen to the voices of the customer is important. To understand the current business process, from the customer's perspective is must to seek their inputs on how to currently meet their needs and where we fall short only when we look out ward and answer the Champy's question "*how do we want to be perceived by our customers?*" can we begin to look inward and build a long term strategic vision for future consistency of purpose. More importantly, with the age of globalization, competitions are not limited to domestic supplies; competition is global. To meet such cutthroat competitions organizations require redesign their business process. Organizations

must change their priorities from a traditional focus on planning and control to emphasize on speed, innovation, flexibility, quality, service and cost (Hammer and Champy, 1993).

Besides these, organizations often reengineer to dramatically change their way of doing business and/or when their current way of doing business is unsatisfactory. With reengineering organizations safety improved as processes are simplified and made more understandable by workers. Reengineering simplify complex organizational processes there by people can understand the process easily. It also increases the quality of work life by improving the business processes such that individual employees can accomplish things on their own. Reengineering empowered and fulfilled employees by making the work more horizontally enlarged. In short, the BPR philosophy results in better outputs and lower cost make people work smarter not harder.(Hammer and Champy,1993).

In general, according to BT. Costantinos (Eds.) (2008) the main initiative why the government has insisted on capitalising the application of BPR is for its potency of bringing forth organisational transformation with close reference to:

- ❖ The government and public dissatisfaction with existing business practice and ‘management business as usual approach.’
- ❖ Increased demand from public/clients for effective and quality service demand side accountability.
- ❖ Mounting need for increasing the country's global competitiveness- reduction in transactional cost.
- ❖ Discontent with the result of incremental or marginal improvement.

2.1.3. How of BPR

The ‘how’ question answer the methodological step of implementing BPR. The implementation of BPR differs from writer to writer. Having this in mind, BPR has its own methodology that encompasses starting from determining whether the organization engage with BPR or not to the final implementation of redesigned processes and further revisions as well as improvements of processes.

Hence, in order to carry out BPR project, a series of steps are needed to be followed. With regard to BPR methodology a number of scholars such as Hammer and Champy, (1993); Linden, (1998); Attaran and Wood, (1999); Muthu, Whitman and Charaghi (2009), Wu and Du, (2010), Manganelli and Klien’s (1994) published various sets of methodology. To grasp the concepts of

BPR, it is worth mentioning to highlight some methodologies from available literature. Thus, based on the scope of the study, some of them reviewed hereunder with special emphasis on BPR implementation.

According to Wu and Du (2010), to undertake BPR project, *four basic phases* need to be followed. The *first phase* involves conducting need analysis to determine whether the organization is to conduct BPR or not. In the *second phase*, organizations deciding to engage with BPR need to make preliminary preparation in order to reconstruct concepts.

As per Wu and DU (2010), this phase includes making reengineering objectives clear, forming of redesign team; establishing organization's vision; good communication with employees; and establishing the appropriate organizational culture. In the *third phase*, redesign team formed at the second phase begin reengineering of process. At the *final phase*, newly design process pilots to test its performance and if necessary, revision and improvement made, in order to implement the process at organization wide. To ensure the success of BPR, this phase also includes reforming the original organizational structure, staffing, performance evaluation, and technological alignment of the newly designed process.

Other scholars named Grover et al. (1995) conceptualized BPR implementation as the ongoing process of preparing the organization for new system and introducing it to assure its successful use. Implementing the redesigned process is typically an intricate and complex process that involves strategy alignment, project planning and scheduling, and resource allocation. Furthermore, the earlier work of Hammer and Champy (1993) categorized the implementation phase into two points. One is the redesigned process tested and implemented, and the other point is the alignment of organization's structure, management and measurement system, values and beliefs, and IT to new process.

More broadly, Linden (1998) mentioned appropriate steps to be followed during implementation phase. The steps include: (i) developing a charter; (ii) establishing communication strategies; (iii) hold an all hand meeting to review the model; (iv) prepare a detailed implementation plan; (v) run pilot tests, revise the redesigned processes if needed; (vi) implement short-term changes; (vii) phase in long-term changes; and (viii) measure the performance of the new process. These steps of Linden (1998) stressed that an implementation plan should be developed to spell out the work that needs to be done, with timeframes, decision points, and resource allocations. Pilot testing provides a method for refining the process and building support for the full implementation. In addition, training and workforce issues are important for effective implementation plan.

Moreover, the steps stressed the importance of ongoing performance measurement and feedback to continually improve the new processes once it is in place.

Further, a prime question raised by the multidisciplinary holism at the heart of BPR study and practice, is whether there are robust methodologies and tools available to facilitate the outcomes required from BPR activities. The conclusion has been that despite many approaches, there is an immaturity and a lack of integration on the methodological front (Earl and Khan 1994; Klein 1994). Thus it can be inferred from these review that organizations should adopt a suitable BPR methodology to serve as a framework for the success of BPR.

2.1.4. Principles and Guide Lines of Reengineering In an Organization

According to Attaran and Wood's (1999) the basic thing BPR should at least consider and follow are the following guidelines.

- Reengineering effort should be constructed by a clearly defined strategic vision.
- Reengineering should focus on important cross-organizational business processes which are critical to the organization's vision as the cost reduction is not the only goal of reengineering rather seeking opportunities for new sources of revenue growth could be an important driving for the reengineering efforts; and
- Leadership should play an important role for the success of reengineering.

In addition to this, due to the complex and intricate nature of BPR implementation, Wu and Du (2010) stressed the importance of careful thinking about the necessity of BPR to the organization prior to engage with BPR project; otherwise, it cannot bring new vitality to the organization, but also create chaos in the organization

2.1.5. Who needs reengineering?

According to Hammer and Champy (1993), there are three kinds of companies that need to undertake BPR.

First, there are companies that find themselves in deep trouble. They are in a situation that can be termed as crisis. They have no choice. If a company's costs are an order of magnitude higher than its production failure rate is twice, three or five times as great as its competitor's, if in other words, it needs order-of-magnitude improvement, that company clearly needs business process reengineering.

Secondly, there are companies that are not yet in trouble but whose management has the foresight of the trouble coming. For the time being, financial results may appear satisfactory, but looming in the distance are stormy clouds in the form of new competitors, changing customer requirement/ characteristics, technological breakthroughs, an altered regulatory or economic environment that threatens to sweep away the foundations of the company's success. These companies have a vision to begin BPR in advance to avoid running into trouble.

The third type of companies undertaking reengineering is those that are in their best shape right now. They have no discernable difficulties, either now or on the horizon, but their managements are ambitious and aggression. These kinds of companies see reengineering as an opportunity to further their leads over their competitors. By enhancing their performance they seek to raise the competitive bar even higher and make life even tougher for their competitors.

From the above view point, Oromia Civil Service and Good Governance Bureau and other sector were compelled to conduct BPR due to the fact that they were found rendering public service much lower than expectation of the customer's needs. Moreover, it is certain that the old, bureaucratic system of civil service system does not help the government in achieving sustainable development and good governance. The system is ineffective and inefficient, it has been built on outdated systems and procedures and this needs system overhaul in order to have civil service system that support the development and good governance. Hence, these and government's decision have brought the bureau as well as other sectors to the reengineering track which could probably be due to their resemblance to the case of company first followed by company second.

2.1.6. The BPR characteristics

According to Linden (1994) the BPR characteristics include the following.

- ✧ Several jobs are combined into one.
- ✧ Decision-making becomes part of the job of employees (employee empowerment).
- ✧ Steps in the processes are performed in natural order, and several jobs get done simultaneously.
- ✧ Processes have multiple versions. This enables the economies of scale that result from mass production, yet allows customization of products and services.
- ✧ Work is performed where it makes the most sense.
- ✧ Controls and checks and other non-value-added work are minimized.
- ✧ Reconciliation is minimized by cutting back the number of external contact points and by creating business alliances.
- ✧ A single point of contact is provided to customers.
- ✧ A hybrid centralized/decentralized operation is used.

So far, some highlights of BPR concepts and theories have been provided. The following section presents reviews regarding BPR applicability and various experiences followed by the reason behind it in the public sector or organizations.

2.2. Empirical Frame Work (Company Experiences) on BPR

Civil service processes across Africa derive their origin from the post independence era, which largely saw the creation and growth of the civil service institutions all aimed at supporting government to achieve their programs. However, none of the countries in the sub-Saharan African have embarked on a BPR exercise widely like the one Ethiopia has under taken in the last seven years (Kothingi Kiragu 2002). In addition, literature about BPR is often general or normative in tone and lacks a high-quality empirical base. There are some important weaknesses in current empirical literature on BPR.

Hence, the researcher is forced to consider the company experiences of USA since the idea has been mainly developed and implemented in those corporations such as IBM credit, GTE, and Federal Mogul. Ethiopia has adopted BPR for restructuring and changing business process with a view to attaining efficiency in public service organization from their experiences. Ultimately, to substantiate more briefly the practical experiences of these companies are brought into focus by of researcher as they were hallmarks for the reflection of dramatic performance change in service delivery before and after BPR implementation.

2.2.1. GTE, Federal Mogul, IBM credit and Ford Motor Company Experiences

A number of successes have been recorded in the private sector companies in the use of the BPR technique.

2.2.1.1. GTE Experience

GTE is the largest provider of local telephone services in USA with its main customer base in California, Florida and Texas. Federal Mogul is a manufacturer and distributor of auto parts to customers. In GTE before BPR from the time customers reported the problem to the company (contact with repair clerk), up to the service technician coming to the customers' home it has passed through various steps which are not value adding to customer, a large number of hands off and unsatisfactory process. After BPR, however, performance has improved dramatically, and repairs took hours now takes minutes on the one hand and customer problem solving and flexibility improved from almost none to 40% and aiming to reach 70% on the other hand (Hammer and Champy,1993).

2.2.1.2. Federal Mogul Company Experience

Likewise, in the Federal Mogul, under the old process, there were many hand offs and a lots of steps to be passed to finish the process and deliver the part to the customer. Nevertheless, its worst competitors could do the same work in ten weeks, its best competitors could do it in six weeks and Federal Mogul was not winning many orders. Hence, these have forced the company to join the BPR track.

Accordingly, after BPR, this company saw the entire process. As a result, a sales representative and an engineer organized as a team and visit the customer. This avoids the ambiguities and misunderstanding that occurred when the sales representatives handed off specifications to engineer. All units of sales, engineers, and manufacturing are all connected by electronic work flow system so that everyone is instantaneously aware of every one's activities and needs and no need to use US mail system. Hence, the company has gone from 20 weeks to 8 day cycle time and achieve profitability more than double (Hammer and Champy 1993).

2.2.1.3 IBM Credit Company Experience

At the IBM Credit Corporation, a wholly owned subsidiary of IBM, approval of applications for credit in the financing of the purchases of computers, software and services took six days on the average, with some lasting up to two weeks. As a result of the lag, potential buyers are given six days to find other sources of financing, be seduced by competitors of other brands, or simply withdraw from the deal. The reason for the delay had been traced to several hands-offs or stages of work from different specialists engaged in the approval, from the request to appraisal of creditworthiness to determination of the interest rate. This tended to delay even legitimate applicants. Once reengineered, it was discovered that the actual work can be done on the average of ninety minutes because much time is consumed by handing the form off from one department to the next. In the end, the Corporation replaced its specialists with generalists who take care of each application from beginning to end (Hammer and Champy, 1993: 36-39).

2.2.1.4 Ford Motor Company Experience

At Ford Motor Company, the accounts payable department involved a work force of more than 500 employees. A benchmarking effort with Japan's Mazda, with whom Ford had formed a strategic alliance, revealed that the Japanese company employed only five personnel in its accounts payable group. Ford officials went into scrutinizing their systems and employed reengineering efforts to scale down the number of personnel from 500 to 125, a process that took five years. (The size and staff is still large compared to its sister company.) At the Mutual Benefit Life, an insurance company, the time to process insurance applications involving 30 steps done by 19 people in five departments was trimmed down by as much as one-fifth (Dubrin, 1996: 7-9; Hammer and Champy, 1993: 39-44). Accounts of fairly successful reengineering

efforts were also reported in Kodak, Hallmark Cards, Inc., Bell Atlantic, a as American Express and Amoco (Hammer and Champy, 1993; Halachmi, 1995)

In conclusion, it can be seen from these companies' experiences that fragmented jobs were compressed into one, individuals were empowered and single individual could now handle case hand offs. Cumbersomeness were reduced and eliminated, speed of operating process has been improved and so on. Hence, flexibility, efficiency, accountability to the provision of services to the customers has been dramatically improved due to BPR.

2.3. Why BPR is so important in the Public Sector?

Historically, business process reengineering (BPR) began as a private sector technique to help organizations fundamentally rethink how they do their work in order to dramatically improve customer services, cut operational costs, and become world-class competitors. In response to a relentless pace of change, however, many in the public sector are now looking to business improvement/transformation philosophies and approaches developed in the private sector to see if they can be applied within the public sector.

More importantly, according to Barbara Harrington (1997), the embracing of BPR into public sector is supposed to be linked with the notion emanated since the 1980s "public organizations have been encouraged to become more entrepreneurial and take on boards the business ideas. Particularly, the emergence of '*New Public Management*' in the 1980s emphasise the importance of bringing competition and efficiency to the public sector and application of management ideas and technique". In the 1990s this was followed by the idea of reinventing government of changing' tedious bureaucracies into innovative, flexible, responsive organizations. Hence, public sector was opened out to competition through the creation of internal and external market though success is something challenging.

Specifically, these were the cases in 1980s when public institutions in USA delivering poor public services. To come out of this crisis, public institutions undertook reforms in 1990s. This reform is termed by Russell M. Linden, who studied and advised such reforms in the public sector, as "*The Quiet Revolution*." This refers to a change for transparency, customer focus, responsiveness and flexibility (Linden, 1994).

In cognizant to these facts, Hutton (1996) describes a number of characteristics in public sector organizations which may have a bearing on BPR or change management implementation. These include: rigid hierarchies; culture; multiple stakeholders for many processes; changes in policy and direction can be sudden and dramatic; overlap of initiatives; wide scope of activities; staff. Many of these issues are people related or '*soft*' issues rather than process or '*hard*' issues. A recent study in a public sector agency looking at change management evaluation supported

Hutton's findings, and enabled seven key success factors to be defined: people/staff; culture; structures; processes; information technology; strategy and policy; communication. Where strategy and policy will in many cases be imposed rather than developed locally in many cases.

2.3.1. BPR and the Public Sector

When it comes to the public sector one must wonder about the political and economic feasibility of an effort to redesign the business process of any agency or service from scratch (Halachmi, 1995). Therefore re-engineering is often perceived as a call for creativity and imagination in the search for new ways of accomplishing the objectives of the business process as opposed to process modification or process-incremental improvement (Hammer, 1990; Kruger, 1993).

The conclusion formulated by Halachmi (1995) is that there are certainly possibilities for the implementation of BPR within public administration. However, this does not mean that a perfect match is at hand. The logic behind this is that the added value of BPR for public organizations mainly derives from its potential as an incentive to get (complex) change processes within organizations started. Government organizations are often tied to different kinds of regulatory connections (e.g. connections with other organizations and boundary conditions provided by the legal framework).

For most public organizations, radical changes in the way government delivers its services and products could be problematic. The reason is that any change in one part of the organization is likely to trigger change(s) or disruption(s) in other areas. Since each area of a public agency is monitored by and serves multiple stakeholders, a successful change cannot take place without the consent of all the affected stakeholders. Forging such a consensus may prove beyond the ability of many public administrators (Halachmi, 1995).

In addition, scholars such as Radnor and Walley (2008); Radnor and Bucci (2007) have identified the specific barriers to the successful implementation of business improvement techniques in the public sector. These include:

- ❖ Public sector culture.
- ❖ Lack of a clear customer focus.
- ❖ Too many procedures.
- ❖ Employees working in silos.
- ❖ Too many targets.
- ❖ Lack of awareness of strategic direction.

- ❖ The general belief that staff are overworked and underpaid.
- ❖ A lack of understanding of the effect of variation, systems thinking and process flow.
- ❖ The professional versus managerial role within public services.
- ❖ Not understanding the process at either the front line or across organisational boundaries.
- ❖ The transient nature of political leadership.

To change the structure, culture and way of working of such organizations radically is very difficult. BPR has the potential to set the level of ambition of an intended change and therefore it can motivate and mobilize people for such an ambitious change. BPR comes as a sort of a 'change agent' and in that way it should be considered more as a catalyst than as a blueprint for organizational change.

For instance, an investigation by the European Commission examined more than 100 examples of European re-engineering projects within the business, public and voluntary sectors, concluded that; “overall, most applications of BPR are concerned with the improvement of existing processes and relatively short-term savings of cost and time. In the main BPR is done to people and they are not “sufficiently” involved in the process. BPR projects tend to be top-down and driven by organizational imperatives” (Coulson-Thomas, 1998). Lenk (1997) stresses the number of risks implying BPR in the public sector:

- ✓ A focus on top-down design at the expense of employee participation and concerns about implementation;
- ✓ Less meaningful interaction of organization members and a loss of organizational culture.
- ✓ A danger of increased organizational rigidity.
- ✓ Inadvertent deflation of the knowledge asset which is central to public sector organizations.

2.4. Rationale of BPR for the Ethiopian Public Sector Organization

This is an attempt to answer the question why BPR has been needed in Ethiopia. BPR has been selected by the government of Ethiopia in order to improve the capacity of civil service organizations to deliver national priorities, including economic development, poverty reduction and improving service delivery to citizens.

Moreover, it was meant to concentrate on citizens' needs and the process of making services more effective and efficient. The need to provide efficient and effective services to citizens was a fundamental determinant for the adoption of BPR, to realign organizations and make them more efficient in providing public services.

BPR is subsequent to personnel reforms that have been led to organizations clearly defining their vision and mission and operating accordingly. This overlooks the risks usually made in personnel development where unnecessary capacity building initiatives and recruitments are not relevant to the organization.

Another rationale is that results of performance management systems can be implemented in a reengineered environment that focuses on results and value addition. It therefore aids the process of rewarding good performance, unlike in other approaches where organizations implement performance evaluation based on rigid and traditional structures, with a high likelihood of rewarding failure, and failing to reward performance because organizations are not clearly established on their processes, missions and core objectives.

However, the researchers fear that areas of caution in implementing BPR that give emphases on processes and results must equally consider the aspects of human resources that make things happen (Compiled from Report of Civil Service Reform, 1994-2005).

2.5. Challenges of BPR Implementation

BPR will have significant positive results for the organization, if correctly implemented. Several authors such as Attaran and Wood (1999); Revenaugh (1994); Terziovska et al.(2003), indicated numerous organizations like Ford Motor, Wal-Mart, IBM Credit Co., and so forth which achieved larger cost reduction, higher profits, improved quality and productivity, faster response to market and customer service through BPR.

Similarly, Assefa (2009) argued that in Ethiopia, the experiences of the Ministry of Trade and Industry (MOTI), the Ethiopian Investment Commission, and the Ethiopian Customs Authority were instructive examples of how institutions can be transformed using BPR to be more responsive, efficient and effective.

Furthermore, in Ethiopia, the research works of Debela and Hagos (2011) as well as Mengesha and Common (2007) findings on Ethiopian Revenue and Custom Authority, Ministry of Labour and Social Affairs, Commercial Bank of Ethiopia, and Development Bank of Ethiopia,

organizations have shown encouraging achievements in terms of efficiency, mission effectiveness, transparency, and minimizing corruption attest to these realities.

In connection to this, Chan and Peel (1998) conducted a survey of 37 companies in 17 different industries to investigate the causes and the impact of BPR. They concluded that the primary reasons for BPR are increasing efficiency (internal) and improving customer service (external).

Nevertheless, in spite of the significant growth of BPR literatures contributions and increasingly used by many organizations, not all organizations achieved the intended objectives of BPR. As Hammer and Champy (1993) estimated, about 50% to 70% of BPR projects fail to achieve dramatic results that the organizations intended to achieve. Likewise, General Accounting Office (GAO) of United States (1997) noted that the implementation of a new process is typically the most failure-prone phase of BPR because of an organization's natural resistance to change. By the same token, Linden (1998) also noted the biggest source of organizational disappointment with BPR change effort as implementation, or more specifically due to the lack of implementation. Thus, as more organizations have undertaken BPR projects, issues on BPR implementation become major concerns to be dealt as to how successfully implement it. .

As the definition of BPR highlighted, it is the implementation of radical and fundamental change in business processes of the organization to achieve dramatic performance improvements (Hammer and Champy, 1993).

In connection with this definition, Cypress (1994, cited in Guimaraes, 1998) noted BPR as an attempt to change the way work is performed by simultaneously addressing all aspects of work that impact performance including the process activities, the people's jobs and their reward system, the organization structure and the roles of process performers and managers, the management system and the underlying corporate culture which holds the beliefs and values that influence everyone's behaviour and expectations.

As such, Grover et al. (1995) indicated that the broad organizational focus and deliberate nature of BPR need a planned change. Specifically, the scholars suggested preparation and deliberate actions support from management, technical competence, and mitigation of resistance to change as requirements for the success of BPR implementation. Along with the above suggestions of Grover et al. (1995), GAO (1997) claimed the factor for the failure of BPR does not lay in managing the technical or operational aspects of change, instead in managing the human dimensions of change. However, there are various reasons that make BPR project to fail. To

understand thoroughly the issues involved on BPR implementation failure, this section reviewed the primary barriers for effective BPR implementation.

Similarly, Hutton (1995) cites the obstacles to change in the civil service with regard to BPR. These obstacles includes the traditional civil service culture with its emphasis on continuity predictability and fairness; initiative fatigue; resistance to change; misunderstanding of the requirements of the business; unwillingness to take risks at senior management level and communication with staffs.

In addition, Attaran and Wood's (1999) article identified five primary challenges to make effective BPR implementation. These include misunderstanding of the concept, misapplication of the term, lack of proper strategy, management failure to change, and failing to recognize the importance of people. Underscoring the five primary obstacles of Attaran and Wood (1999) is appropriate. Such as BPR is not downsizing, automation, restructuring, or more of the same. It is dramatic revising of the organization's process and changing the way in which work is carried out. BPR requires creative thinking and new perspective on the part of management, and top management must change their ways of thinking and develop new skills. Employees play an important role in the success of BPR. Hence, employees fear about job displacement due to redesigned process and coping with their resistance needs to be alleviated. Thus, without an effective approach to deal with employees' resistance, BPR implementation is certain to fail.

Meanwhile, Attaran's (2000) article advanced the above discussed five primary challenges (Attaran and Wood, 1999) to eight. The author also clarified the difference between success and failure as not depend on the company size or resources, but on appropriate planning and avoidance of pitfalls. The additional three primary challenges are 'lack of flexibility' in terms of existing rigid infrastructure of the organization; 'lack of organizational communication' to loop feedbacks for employees to air their concerns; and 'failure to test the process' to understand the impact of any process change. At the end, Attaran (2000) concluded that organization often fail to achieve BPR objectives because trivializing the concept and ignoring the pitfalls result dangers that makes BPR effort just another short-lived improvement.

On top of the above-mentioned, Al-Mashari and Zairi (1999) recognized implementation of BPR as complex and needs to be checked against several success and failure factors to ensure successful implementation by avoiding implementation pitfalls. In their review of both soft and hard factors that cause success and failure of BPR effort, they had identified five categories,

namely change-management and culture, management competency and support, organizational structure, project planning and management, and IT infrastructure.

BPR could be considered as innovation because it results new types of business processes by obliterating existing business processes where innovation is an idea, practice, products, processes, services, policies or technology that is perceived as new by the organization whether other organizations previously used it or not (Klein and Sorra, 1996). Moreover, according to Klein and Knight (2005), the six obstacles that initiate challenges during innovation implementation are unreliable and imperfectly designed innovation; innovation requires new knowledge use; little or no user input in adoption and implementation of innovation decisions; innovation requires individuals to change their roles, routines, and norms; time consuming and expensive nature of implementation; and organizational status quo maintenance.

Despite identification of the major challenges, Klein & Knight (2005) suggested six key factors that would shape the process and outcomes of innovation implementation. These are quality implementation policies and practices; strong and positive climate for innovation implementation; strong, convincing, informed, and demonstrable management support. This is because in the absence of these, employees are likely to conclude that innovation as a passing managerial fancy; availability of financial resources; learning orientation; and long-term oriented managerial patience to achieve innovation's benefits.

Since this study is under taken on public sector, it is worth mentioning challenging factors of BPR implementation specific to public organizations. In doing so, the work of Reyes (2001) reviewed. According to him, government activities are often so interrelated, cutting across not only divisions and units within an agency, but also tending to spill over to other agencies.

Further, the author noted bureaucratic behaviour and action as often based on laws and a series of incremental changes in rules derived from policies or legislation, which may be difficult to overhaul overnight. In these cases, BPR implementation in public organization could be challenging because to redesign processes for dramatic performance, BPR methodology requires breakdowns of old processes' assumptions and laws (Linden 1998).

In addition, Reyes (2001) noted implementing BPR in public sector, which is reengineering fundamentals of "breaking away from the past", as a major obstacle. As the author justified in this case, the culture of bureaucracies have been so ingrained that any effort to modify it may receive resistance not only from bureaucrats, but politicians and interest groups as well. In this

regard, the author noted that in government organizations, any deviation from the status quo considered as a threat, and seen as part of a hidden agenda that can be political in nature.

Another difficulty, as Reyes (2001) noted, to implement BPR in public organization is that substantial investments requirements of BPR in developing or even upgrading IT, because IT considered enabler of redesigned processes. In this scenario, the writer argued that investing on IT might put government budgets under severe pressure considering the costs of hardware, consultants, constant upgrading and maintenance, as well as training and re-training of employees. Thus, the cost of BPR project impedes its implementation.

Political and pluralist bureaucratic environment factors also confront BPR implementation in public organization. As Reyes (2001) claimed, these factors refer to the environment of the political system because success in government consists not just making the right decisions but also of mobilizing political support for the decision. Thus, to implement BPR in public organization needs commitment and support of top management who have real power to change.

In cognizant to the above fact, studies made by scholars such as Grover et al (1998), Masanstos (2008) and Singh(2009), on the challenges of BPR projects show that change management issues remain at the forefront of BPR implementation and the effectiveness and efficiency of the results achieved. Hence, if the change management issue are identified and principles of BPR implementation are adhered, the results and out comes can be radical and transformative.

Moreover, Reyes (2001) pointed a major issue that would have to be addressed is that downsizing due to the redesigned processes. Wide scale removal or dismissal of government personnel at any levels may invite the wrath of both politicians and of the public. Adding to this, the author noted the use of BPR by misguided officials as the downsizing strategy to dismiss government personnel. Thus, employees' resistance could be manifested when wide scale downsizing suspected due to BPR implementation. In general, BPR implementation in public organization faces challenges due to existing laws or proclamations of a country. In addition, lack of financial resources and hidden political agenda manifested by bureaucrats diminish BPR implementation in public organization.

2.6. Formula for success of BPR

BPR was originally conceived as the way for organizations to reorganize themselves around their customers' needs, and in doing so become more efficient and effective and improve service

quality. Services and benefits in terms of these issues will cherish if and only if organizations can survive and thrive despite its broken processes, and become much better with a completely redesigned set of processes and the team in the process. This kind of transforming process and implementation is not an easy task. By foresight and planning, organizations who successfully implement BPR will reap the rewards which include lower costs, higher quality products and services, increased customer satisfaction and loyalty, and greater share in the global market. With such a radical procedure, BPR is very difficult to successfully implement and Stanton and Hammer (1999) provide the following insights for implement BPR smoothly and with less pain. The following are the formulae for success of the BPR.

The first formula is the placement of respected high level executives, in process owner roles:

This is essential for achievements of BPR and needs the support of lower-level employees for a successful BPR revolution. The process owner⁵ must be kin to the lower level employs and in this respect an effective reengineering leader process owner must be one part visionary, one part communicator, and the one part leg-breaker(Harris 1999; Rotman2002). When employees respect the individuals who are championing the change then they will be more likely to embrace the change themselves. Process owners must design the process, train employees on the process, and provide all the resources that are necessary for the process to succeed. BPR is usually enforced from the top-down, which can cause much resentment within the lower levels of a company (Rotman2002). BPR has been synonyms with mass layoffs. It is important to find ways to eradicate the cynicism and have employees buy into the BPR revolution. A process enterprise must have process owners' willingness and able to promote the benefits of the process throughout the organization (Hammer and Stanton 1999).

The second formula is putting responsibility and authority of a process's success upon the process owner: When the process owner does not wield control over the process, the power will ultimately slip back into the hands of the functional departments (Hammer and Stanton1999). There are also cases when problems external to the specific process team spill-over to empowerment of process owners.

The third formula is connecting the process initiatives of organizations with other strategic organizational initiatives: This is called alignment of activities in line with the dramatic achievements of goals and customers. Studies show that process identified in a given organization does not start on its own; there are benchmarking⁶ with successful organizations at

⁵ Process Owner: senior managers with responsibility for processes and their performances. Who plays role of advocacy, coaching and training

⁶ Benchmarking: Looking for companies that are doing something best and learning how they do it in order to emulate them, or measuring its own process against Leader Company's business process (Hammer and Champy1993).

one hand alignment on the other. BPR thus as a strategic objective provides a line of sight for the management and employees, better enabling them to understand why the change needs to occur (Hammer and Stanton 1999).

The fourth formula is tying measurements and compensation undertaken in the organization to the process goal initiatives: Just as a BPR initiative needs to be connected to an “overarching strategic initiative,” organizations need to devise a model that ties processes back to these overall performances goals but not complete reliance on the past performance systems(Ibid). This is because when performance compensation is still tied to the functional departments, this will foster internal competition and make it harder for the departments to collaborate to serve the customer (Hammer and Stanton 1999). Such kind of implementation fragments the activities in an organization than work for a change in systems of work in an organization.

The fifth formula is determining the right blend of process standardization and diversification: Organizations need to have highly standardized processes in order to compete in a global market or in the communities of nations in this century. On the other hand, each of major business units need to create their own process designs but in compliance with the standard benchmarking for changing systems, institutional setting and the manpower. The benefits of standardized processes come from reduced overhead and transaction costs along with the ability to present consistent services to customers. It also allows versatile movement of human resources within an organization since processes are standardized and no additional training is required.

However, not all processes can be standardized. The main focus of BPR is on the customer’s needs and the core processes in line with them. In reality, in BPR literature, different customers have different needs. Thus not all processes can be standardized. This is complex in public sector scenario. Therefore, process standardization seeks to balance the desire for consistent processes and need to meet a variety of customer needs (Hammer and Stanton,1999). This formula enables organizations to fit for the dynamics in customers, changes in situations and need to evaluate and assess, and find new ways of continuous improvement.

The sixth formula is focusing on collaboration between process teams: Historically, organizations have been structured around functional departments that perform discrete tasks. Departments are one of the main barriers to a successful redesign and implementation. There are often horizontal processes and vertical management problems. The departments are often unwilling to give up their internal power to help the process teams succeed. The power needs to

be shifted from the functional areas so that there is collaboration between the process owners and the business units (Hammer and Stanton, 1999) propose that the functional departments still control the workforce and make sure the human resources have the necessary skills, but the process owners have the authority to set performance targets and establish budgets. The cooperation between the business units and process teams should have a tangible manifestation. Since cross-functional teams while working together, it does not make sense to have them sitting with their respective departments. Hammer and Stanton propose that facilities should be set aside to foster cooperation between team members by their physical proximity (Ibid 1999).

The seventh formula is allowing processes to be flexible to further evolution: This is very important. BPR is not just a onetime deal. It should remain an active goal in an organization ready to adapt as business needs change, customers change, structures change, systems and institutional setting of work changes (Ibid 1999). Moreover, to make BPR project successful factors such as staff empowerment; communication; the creation of a BPR team; organizations readiness for change and the need for a more customer focused organization is very much pertinent issue (McAdam and Donaghy, 1999). In general, according to the study of Reengineering Best Practices on 248 companies by Prosci's (1998-1999) the success factors that lead to successful outcomes for reengineering projects include:

- ✧ Top Management Sponsorship (strong and consistent involvement)
- ✧ Strategic Alignment (with company strategic direction)
- ✧ Compelling Business Case for Change (with measurable objectives)
- ✧ Proven Methodology (that includes a vision process)
- ✧ Effective Change Management (address cultural transformation)
- ✧ Line Ownership (pair ownership with accountability)
- ✧ Reengineering Team Composition (in both breadth and knowledge)

2.7. Conclusion of the Reviewed Literature

Organizations required responding to changing environments through various management tools one of which is BPR. BPR relies on discontinuous thinking to fundamentally transform the way work is done. Business process reengineering is, by definition, the means by which an organization can achieve radical change in performance as measured by cost, cycle time, service, and quality, by the application of a variety methodological steps that focus on the business as a set of related customer-oriented core business process rather than a set of organisational functions.

In the public organization scenario, BPR is a tool for mission accomplishment with radical changes in the achievements of organizational objectives. Unlike private sectors which focus on customers of their products, in the public sector, BPR as a tool focuses on the citizens-focused service delivery and maximizes the mobilization of citizen's needs and resources for solving over all development problems. For instance, various organizations such as IBM Credit, GTE and Federal Mogul in the USA employed BPR in pursuit of improved performances.

According to Hammer and Stanton (1999) due to BPR implementation process clearing work flow in the unnecessary processes often bring a 50 percent time reduction in the service delivery. On the other hand, there is a great deal of evidences that a 75 percent decrease in time and increase in overall customer satisfaction.

Despite the increased use of BPR in various organizations resulted in enhanced performance, not all organization realized the promises of BPR. Thus it is bare fact that challenges might be encountered in the due course of its implementation. In addition, even though the achievements and opportunities of BPR are many, different studies show that up to 90% of all BPR projects fail to meet the intended objectives not because of the problems of the BPR but because of the lack of adherence to its principles during implementation (Romey 1995; Shirazi 2008; Singh 2009). These scholars presented their studies at various times ranges (from the beginning of BPR movement (after Hammer 1993) and till now. This shows that BPR implementation should take care on looking to uncertainties arising from the challenges such as resistance, cost, job losses, traditional culture, time requirement, lack of management support, risks to managers, scepticism, retraining etc to mention just the major ones.

By the same token, according to the various studies conducted in different public organization in Ethiopia the BPR change process intended has been sluggish due to multifaceted challenges despite some encouraging achievements. As per their recommendations, appropriate rewards and motivational instruments required to enhance the momentum of change reform in public organizations of Ethiopia are still lacking. As per the present researcher's knowledge, there is no comprehensive study on BPR implementation challenges, and achievements in the public sector context, specifically public sector BPR implementation stands in Ethiopia in general and Oromia in particular. Thus, this gap leads to the need for a study of BPR implementation challenges and achievements in the public sector particularly in the Oromia Civil Service and Good Governance Bureau which initiated this reform throughout the region of Oromia.

CHAPTER THREE

3. DATA PRESENTATION AND ANALYSIS

In this chapter the raw data collected through questionnaire survey are organized, tallied and structured so as to make it manageable for presentation and analysis. The questionnaire survey is framed into four parts: part one deals with overall profile of the respondents, part two focuses on BPR implementation issues, part three tried to shed light on achievements gained and finally part four gives much emphasis to the challenges encountered in implementing the BPR with categorizing those challenges as top management related, change management related, organizational related, BPR science related, Information Technology related, and coordination, communication and capacity related challenges. In this regard, though a total of 60 questionnaires were distributed, only 56 could be collected filled properly and returned on time. And hence all the findings presented below are summarized from these 56 questionnaires. Hence, in view of the descriptive nature of the study the raw data collected through aforementioned technique was counted by using frequency and converted into percentages to analyse the data in order to know the degree of intensity and tendency towards the study topic. Subsequently, data presentation was made using tables, charts and figures where necessary.

In addition, information obtained through interviews with key official informants (process owners) as well as personal observations are presented through narrative description to complete the data obtained through various tools.

Moving on to the description and analysis of data, it is important to have a bird's eye view on the background information concerning the case study bureau.

3.1. Historical Development of the study Bureau

This is an attempt to give a historical perspective on how the current Bureau emerged. The genesis of establishment of this bureau is dated back to 2001 when a number of reforms were launched with the objective of ensuring orderly and efficient arrangement of working of government. This was meant for the effort to tackle the past years problems characterized by inadequate structures, inefficient services, corruption and routine neglect of the due process of law, political interference, and customers' service particularly in matters of public concern.

To this end, given the very nature of the civil service in the past regimes, civil service delivery in Ethiopia, including Oromia has been confronted with many problems which caused the establishment of the bureau.

In cognizant to the above fact, *proclamation number 49/2001* provides for the organization and redefinition of powers and duties of executives organs of Oromia Regional State, the **Head Capacity Building Bureau** was established. By the same proclamation under article 12 the powers and duties was identified as follows

- ✓ *Initiate capacity building policy proposals, prepare programs and budget and implement same up on approval.*
- ✓ *Establish and organize institutions important for capacity building of the region*
- ✓ *Give necessary assistance to the capacity building programmes carried out by the Bureau and other offices*
- ✓ *Direct, coordinate and supervise the executive organs such as Education Bureau, the then Management Institute now Public Service College of Oromia, Public Servant Administrative Bureau.*

In similar fashion, under proclamation number 50/2002 to provide for the reorganization and redefinition of the powers and duties of the executive organs of the Oromia Regional State, it was renamed as **Capacity Building Supreme Office** including the above duties and powers by giving special attention to build the capacity of women since they have been forgotten in the past. Besides, it directs and supervises *Education Bureau, Management Institute, and Civil Service Commission* which was previously *Public Servant Administrative Bureau*.

Then after, under proclamation number 87/2004 to provide for the reorganization and redefinition powers and duties of the executive organs of the Oromia Regional State the *Capacity Building Supreme Office* was merged with *Education Bureau* and renamed as **Education and Capacity Building Bureau**. From among major duties and powers indicated under article 16, the following few sub articles (22-27) are selected for this purpose.

- Article 16(22): Coordinate, administer, execute and follow up the performance of capacity building programmes in the Region
- Article16 (23): Causes the establishment of institutions necessary for capacity building programmes in the Region.
- Article 16(24): Give assistance to the capacity building programmes carried out in the Bureau and other offices;
- Article16 (25): Give and cause to be given particular attention to boost up the capacity of women.
- Article16 (26): Design policy and means to implement human resource management, organization and work procedures.

- Article 16(27): Prepare special capacity building programmes for backward Woredas in the region and follow up its implementation just to mention issues related with capacity building only since the rest remaining articles deals with educational aspects.

Again, in the year 2005 following the issuance of proclamation number 105/2005 a proclamation to amend proclamation number 87/2004, and for reorganization and redefinition of the powers and duties of executive of organs of the Oromia National Regional State, the **Oromia Education and Capacity Building Bureau** was dissolved and reorganized as **Oromia Capacity Building Bureau** to operate as an autonomous office described under article 8 of the same proclamation. Thus, the following few lists were selected from among the major powers and duties of the Bureau.

- *8(1)Customize and implement policies, strategies and capacity building programmes in the Region that are initiated at the country level*
- *8(2) Causes the structure, system and human resource strategy and implement it.*
- *8(3) Coordinate and supervise those sectors such as Oromia civil service commission and public service college of Oromia.*
- *8(4)Plan, organize the implementation of CSR in the regional sectors and follow up its implementation*
- *8(6).Causes IT infrastructure and its implementation to make government works speedy and quality.*
- *8(7) Work in collaboration with private sectors, civic society organizations and non government organizations to support and build their capacity.*
- *8(8). Prepare and submit to concerned bodies policies on how to undertake domestic and foreign trainings, implement same up on approval, control, and follow up its implementation.*
- *8(9.) Facilitate conditions to sustain reforms undertaken in the region, support closely those organs working on reforms*
- *8(10).Prepare special capacity building programmes for undeveloped Woreda in the region and follow up its implementation*
- *8(12).Prepare concept idea on the organization of capacity building institutions and implement and follow up the same up on approval*
- *8(13). Make a linkage and support with higher learning institution to contribute for the development of the region.*

Later on, however, thinking to bring further improvement and to realize the regional better service delivery to citizens, to effectively and efficiently implement government policies, promote good governance and build capacity the review was made. Accordingly, under proclamation number 163/2011 a proclamation to provide for the reorganization and redefinition of the powers and duties of the executive organs of the Oromia National Regional State the *Civil Service Commission* merged with *Capacity Building Bureau* and renamed as **Civil Service and Good Governance Bureau**. Due to their associations with the study topic, some sub articles of article 18 are selected. These include:

- (1) *Ensure the competency and effectiveness of civil service*
- (2) *Establish and strengthen organization necessary for capacity building*
- (3) *Prepare good governance package that fits the situation in the region, cause to be implemented, follow up and evaluate its implantation, present to the government the result of the recommendation of the evaluation.*
- (4) *Give necessary support for the government sectors in the capacity building activities*
- (6) *Prepare and submit different policies and strategies to concerned body regarding organization, work procedure and the utilization of effective human resources with concerned bodies*
- (7) *Prepare special capacity building programmes for undeveloped Woreda in the region and follow up its implementation*
- (8) *Facilitate conditions to sustain reforms undertaken in the region, support closely those organs working on reforms*
- (13) *Plan ways of continuously developing and making effective the human resource of the regions civil service, work its implementation*
- (14) *Establish system of giving different reward system and payment to the civil servants based on competency and performance; evaluate its effectiveness, take necessary corrective measure;*
- (16) *Co-ordinate government sector capacity building programme, establish mechanism which help to sustainably improve service delivery, follow up and evaluate its implementation*
- (18) *Ensure the establishment and implementation of service delivery standard and complain handling system in government offices.*
- (21) *Causes position classifications of executive organs based on the position standard directives follow up its implementation.*

(23) Under take study on the different types of allowance, incentives and salary and submit to the regional Administrative Council; implement same up on approval, follow up its implementation.

(24) Under take study on special salary scale of government offices with the special nature of work when it is ordered by the government and submit to the Regional Administrative Council, follow up its implementation up on approval.

(25) Causes employment, placement, salary increment, transfer, training and disciplinary measures of civil servants be conducted in accordance with laws and directives of the government, control and follow up its implementation.

(27) Prepare and submit human resource policy and plan of the region to the government, implement, control and follow up its implementation.

(28) Prepare and submit to concerned bodies policies on how to undertake domestic and foreign trainings, implement same up on approval, control, and follow up its implementation.

(29) Study and take corrective measures on maladministration of human resources.

(30) Issue directives on appraisal performance, cause to be implemented up on approval, follow up its implementation.

(33) Undertake study on ways of improving the civil service of the region, cause to be implemented.

Therefore, apparently in response to the improvement of regional demand to fill the capacity gaps as it can be described from the above documentary evidences indicated that the bureau has passed through different institutional rearrangements or reorganizations.

3.2 Respondents Profile

Table3.1: Profile of Sample Respondents

Items	Responses	Number of Frequency	Percentage
Sex	Male	40	71.4
	Female	16	28.6
	Total	56	100
Age	20-30	18	32.1
	31-40	18	32.1
	41-50	17	30.4
	Above 50	3	5.4
	Total	56	100
Educational Level	Diploma/certificate	13	23.2
	Bachelor	38	67.9
	MA/Msc	5	8.9
	Total	56	100
Service Years	1-3 years	10	17.9
	4-7years	13	23.2
	8-11years	15	26.8
	12-15years	18	32.1
	Total	56	100

Source: Questionnaire field survey in February, 2012.

As indicated in the Table 3.1 above out of total 56 respondents' accounts to 40(71.4%) are male while the rest 16(28.6%) are female.

Similarly, respondents were also asked to describe the range at which their age lies. As can be seen in the above Table3.1, respondents' accounts to 18(32.1%) replied in the same pattern that their age lies in the range of 20-30 and 31-40. The other 17(30.4%) lie between 41-50 years of age. And the rest remaining 3(5.4%) are above 50 years old.

With regards to the respondents educational level, majority of respondents accounts to 38(67.9%) are Bachelor Degree holders while the rest 13(23.1%) and very few accounts to 5(8.9%) are certificate and/diploma and Masters Degree holders respectively.

In addition, the researcher was interested to know about respondents' service years/year of experiences. Accordingly, as depicted in the above Table3.1, respondents accounts to 18(32.1%) has service year between 12-15 years. The other 15(26.8%) and 13(23.2%) of them replied between 8-11 and 4-7 years respectively. The rest remaining 10(17.9%) of respondent has a service between 1-3 years.

3.3: BPR Implementation of the Bureau Related Information

BPR is not just about redesign only. It is all about translating and realization of a specified business process to real world, that is, implementation. Thus, understanding the new and basic concepts of reengineering is only the first step; further progress requires close attention to the details of BPR implementation. Moreover, this is the crucial task in early stage of reengineering. Thus the following Table deals with meticulous issues related with BPR implementation.

Table 3.2: Opinion on the BPR implementation of the Bureau

Items	Percent (n=56 respondents)		
	Yes	No	I Do Not Know
The bureau process are well identified and defined	39(70%)	12(21%)	5(9%)
The bureau has yearly plan in light of BPR implementation	43(76.8%)	11(19.6)	2(3.6%)
The bureau cross checked proper implementation of planned activities	18(32%)	32(57%)	6(11%)
Existence of the Periodic discussions on BPR implementation	24(40.6%)	28(51.4)	4(8%)

Source: Questionnaire field survey in February, 2012

As it can be seen from Table 3.2 respondents were asked questions as to how BPR practice has been undertaken and their opinion on the exposure is indicated accordingly. Hence, with regard to whether the Bureau processes are well identified and defined 39(70 percent) of respondents confirmed that there was proper identification and definition of the business processes. On the other hand, 12(21percent) of respondents responded that there was no proper identification and definition of the business processes in the Bureau. While the rest 5(9percent) of respondents replied that they do not have any information with respect to this particular question.

However, as it has been cited by key informants major deficit was materialized at the beginning with regards to choosing of core process as well as sub process given that different activities were grouped together, finding a suitable core and sub process of all the activities

was a bit challenging. Then, by benchmarking the study of the then MoCB now Ministry of Civil the Bureau had better identified and defined it's the processes. In addition, the researcher was informed that the Bureau is recently on little recalibration work due to merging of the previous Oromia Civil Service Commission with Capacity Building Bureau of Oromia to better integrate the previously studied processes.

However, the researcher observed that there is a split of the identified processes, for instance the bureaus' planning and budget section has been separated from finance, procurement and property administration support process while they were initially kept together by the study.

Therefore, it can be inferred from this that though they proclaimed that the study could be well done the implementation lacks adherence to the studied documents and there is fragmentation of processes here and there.

In addition, as it has been described in the literature part earlier, re-engineering by definition is about radical change. Such change does not take place in one swift act. Rather, it needs to be planned. The overall plan should be in place at start. So that everyone knows what to expect and be expected of him.

Supporting these idea scholars such as Zairi and Sinclair (1995) cited in Graham R. Sturdy (2010) comment that, *“successful BPR implementation is highly dependent on an effective BPR management programme which should include adequate strategic alignment and effective planning and project management techniques”*. Hence, as depicted on the Table 3.2 in connection to these realities, about 43(76.8 percent) of respondents agreed that the Bureau have yearly BPR implementation plan. While the rest 11(19.6percent) responded that there is no BPR implementation plan. The remaining 2(3.6percent) of respondents has no idea up on the existence of the implementation plan.

Therefore, although whether the activities planned in the year are performed as per the plan or not is something questionable.

Moreover, the rapidly changing working environment is closely tied to how the organization proactively manages, discusses, cross checks and evolves its business practices as part of an efficient implementation of its overall strategic plan; and how quickly and effectively the organization leverages new opportunities. Despite these facts, out of total respondents only 18(32percent) replied that there is cross checking of planned activities. However, majority of respondents which accounts to 32(57percent) confirmed the absence of proper cross checking of

planned activities in the BPR implementation. The remaining 6(11percent) do not know about the issue.

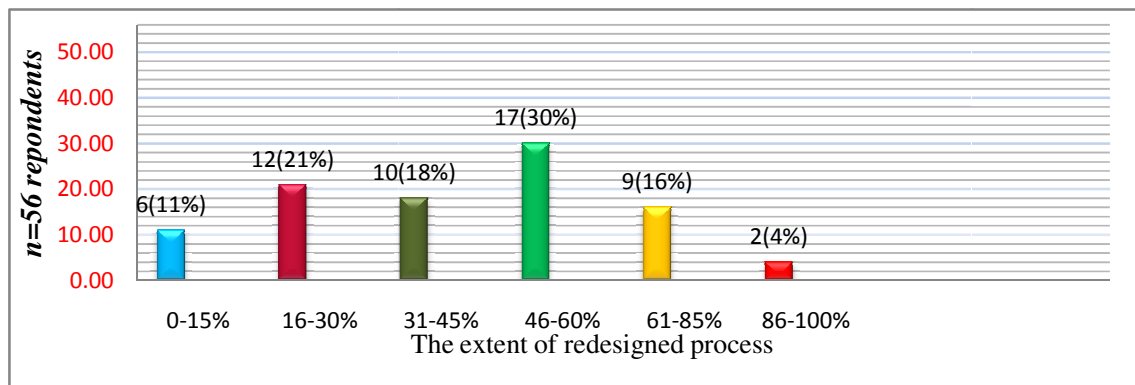
Therefore, the data shows that there is no/little cross checking of planned activities in the BPR implementation. This is because of overlapping of activities, work over load plus new agendas overtime emanated from higher officials in turn created loses of focus to properly align the performance of activities as per the plan. The focus is mostly on emerging sudden activities.

Similarly, with regard to periodic discussions of BPR implementation out of total respondents 24(40.6percent) reported the presence of periodic discussion on BPR implementation situation. However, more than half of the respondents which accounts to 28(51.4percent) confirmed the absence of periodic discussions. While the rest 4(8percent) of them replied that they do not know about it.

Hence, the data reveal that the majority witnessed little periodic discussions. The periodic discussion is scattered thus the necessary interventions is lacking. The reasons they give were that delaying to act as per the plan, lack of attention to the detail of BPR implementation and rigorous follow- through, denial from the side of the leaders due to shift of more attention to political matters, lack of prioritizing BPR implementation agenda and managing it from being ownership as well as overlapping of activities are reasons to mention just a few.

From the his observation the researcher came to know that most of discussions are conducted at the weekend and /or on quarterly basis mainly focusing on various political party and other related concerns rather than specific Bureaus' redesigned processes.

Figure3.1. Redesigned processes implemented at Bureau



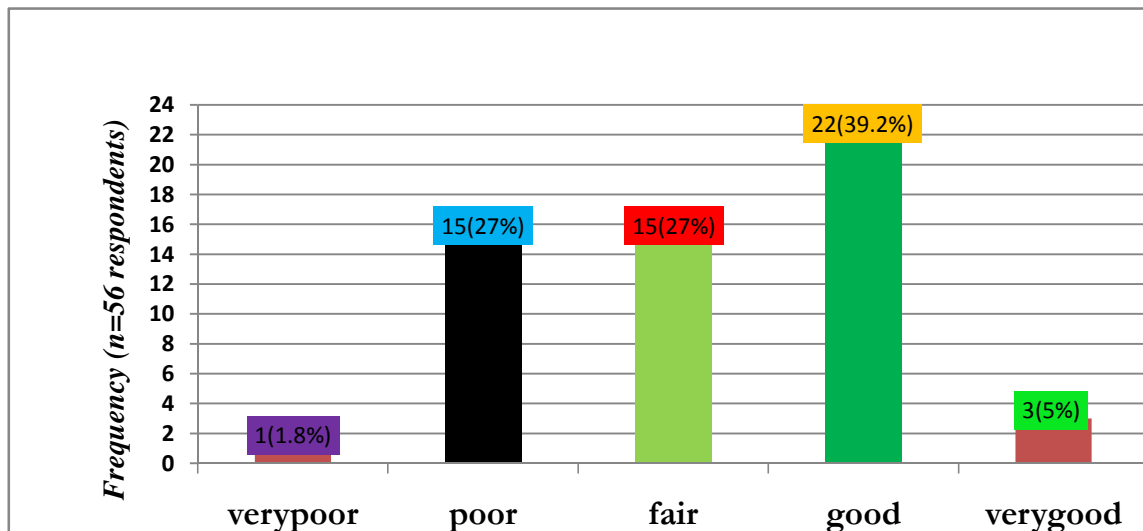
Source: Questionnaire Field Survey in February, 2012.

After the Bureau commenced the BPR project respondents were asked in the survey to rate the perceived level of redesigned process in order to know the progress of BPR implementation at the Bureau. As it can be seen from the above Figure3.1, out of total 56 respondents 6(11percent) rated between 0-15percent. The other 12(21percent) of them indicated as it could be between 16-30percent. While the other 10(18percent) accounts for between 31-45percent. The rest 17(30 percent) of them perceived between as it could be between 46-60percent. The other 9(16percent) reported between 61-85percent. And the rest 2(4percent) replied as it lies between 86-100 percent.

Though the bureaus’ BPR study stretch objective indicated about 80-90 percent as it can be seen however, there is mixed perception on the extent of redesigned process implementation by the Bureau. This further indicates that there is a lot to be done. The reason might be because of employees’ low involvement, awareness, and commitment. Moreover, it leads to deduce that there could be no clear progress reports that could be disseminated to the performers.

Hence, it can be inferred from this that there is mixed perception on the extent of redesigned process implementation by the Bureau. This further indicates that there is a lot to be done. The reason is due to the performers’ low involvement, awareness, and commitment.

Figure3.2: Availability and continuity of monitoring and evaluation of BPR implementation



Source: Questionnaire field Survey in February, 2012

The periodic and continuous monitoring and evaluation of the BPR implementation is very pertinent issue for the success of the redesigned processes. This is because while doing so problems involved surrounding implementation (concept and technical) can be easily touched

up on. Thus, in order to accomplish these issues adherence to the continuous monitoring and evaluation of the BPR implementation is very important.

With regard to this, respondents were asked to confirm the availability and continuity of monitoring and evaluation of BPR implementation. Thus, as it can be observed from the above Figure 3.2, out of total respondents 22(39.2percent) affirmed that the monitoring and evaluation is good. Again about 3(5 percent) of respondents reflected that the monitoring and evaluation of BPR implementation is very good. Combining these two responses about 44.2 percent of respondents have a positive impression on the existence and follow up of works of BPR monitoring and evaluation. On the other hand, 15(27 percent) of the respondents reported that it is fair. Similarly, about 15(27 percent) of respondents have witnessed absence of the monitoring and evaluation of BPR implementation. The remaining 1(1.8 percent) of respondents confirmed it as very poor. By adding up these two responses about 28.8 percent of respondents have negative impression on the monitoring and evaluation activity of BPR implementation.

Therefore, it can be concluded from the respondents' opinion survey that although the majority accounts to (44.2 percent) proclaim that there is the existence of monitoring and evaluation of BPR implementation, it is not up to the level expected of the Bureau to ensure the overall implementation of the BPR effort. Thus, it can be said that what is practiced is simply a work of short-term view with quick fix mentality of the monitoring and evaluation teams to assess its implementation. Furthermore, it also shows that there is a discontinuous monitoring and evaluation.

The bureau key official informants said that this activity is said to be very weak and has not delivered the true idea of the concept. This is because the bureau has wide and pervasive areas as it also included the coordination of regional PSCAP budget responsibility, cooperation with Public Service College of Oromia and Oromia Information Technology Agency. In addition, it is this bureau which monitors and evaluates and gives necessary supports to other sectors throughout the region on every reform initiatives. Hence, this has divided the attention of the bureau and affected its performance.

In light of this, researchers' observation can also witness that there is lack of relevant data on its performance and they even fail short in getting and giving necessary comprehensive documents and information on monitoring and evaluation results so far conducted.

Moreover, it is observed also that mostly top leaders as well as performers are very busy with supporting and facilitating other sector of the region.

*Nonetheless, it is witnessed that the bureau has made an assessment and tried to rank the performance result by monitoring and evaluating them. Accordingly, though the criteria were not up to the standard and comprehensive they **ranked their bureau at the level of “C.”** Others were also ranked in similar fashion. (Please see the attached Annex for detail.). This tells us that the bureau is lagging behind*

In addition, the bureau key official informants agreed that the monthly and/ or quarterly meetings to discuss on reports of BPR implementation progress could be considered in most cases as a good gesture for top level commitment, since the Bureau is entitled to hear their report is also one factor to make loose of focus towards itself. And they also stressed that except few bureaus this process can be highly fraught with major information gaps and mismatch of what exactly happens on the ground and what is reported.

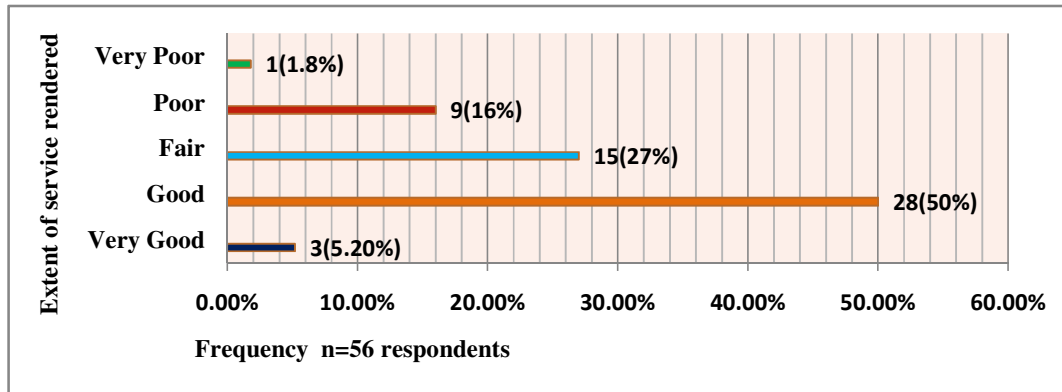
To this end, there is a tendency of lack of commitment and sense of ownership and externalizing the BPR duty as if it is the responsibility of Oromia Civil Service and Governance Bureau. These further created a sense of irresponsibility where most sectors in the region wait for requests from the bureau and warm up at one time and dilute (attenuate) as well as indulge themselves into different activity by totally ignoring BPR at the other time.

Therefore, in this case it is the mandate of the bureau to look thoroughly towards itself and follow up the BPR efforts of others not to slide back. And this in turn created a challenge to the bureau not to fully focus on its redesigned process, but on other sectors.

3.4: Achievements till Date

There is a considerable evidence of motivation and an appetite for BPR implementation because there is a significant gain in efficiency and service delivery mainly by reducing waiting times or the number of required processes in many organizations. In connection to this, Attaran and Wood (1999) commented that “the overall theme of BPR is the quest for improvement through quick and substantial gains in the organisational performance. The following Figure 3.3 below shows to these facts.

Figure3.3: Perception of respondents on quality of service rendered in terms of efficiency, effectiveness, transparency and openness after BPR implementation.



Source: Questionnaire field Survey in February, 2012

As it can be observed from the Figure 3.3 indicated above out of total respondents 28(50 percent) of them asserts that there is good quality of service delivery in terms of efficiency, effectiveness, transparency and openness after BPR implementation within the bureau as well as across other agencies of Oromia. Similarly, 3(5.2 percent) of respondents have agreed that the service rendered is very good. Combining the two the majority of respondents' accounts to 55.2 percent have positive impression on the quality of service delivered. On the other hand, out of total of surveyed respondents 26.8 percent were found to be fair. While the rest respondents accounts to 9(16 percent) and 1(1.8 percent) have an objection stating that the quality of service is poor and very poor respectively. Adding up the two about 17.8 percent of respondents has negative reflection on the point under discussion.

Therefore, it can be concluded from this that the majority (55.2 percent) of respondents witnessed that the efficiency, effectiveness, transparency and openness has been improved.

Table 3.3: Opinion of Respondents on the Contribution of BPR implementation

Items	Response	n= 56 Respondents				
		Very often	Often	Sometimes	Rarely	Not at all
The extent at which performers finish their job as per the schedule set by BPR study	Frequency	7	23	19	7	0
	Percentage	12.5	41.1	33.9	12.5	0
The promptness of the Bureau in meeting customers/citizens needs	Frequency	Very fast	Fast	Medium	Slow	Very slow
		6	21	25	4	0
	Percentage	10.71	37.50	44.64	7.14	0
The extent at which the BPR in performer's promptness in completing their assigned pin point responsibility and result in one stop shopping	Frequency	Excellent	Very good	Good	satisfactory	Poor
		2	11	24	14	5
	Percentage	3.6	19.6	42.9	25	8.9
The extent at which process cycle time reduced brought as result of implementing the BPR	Frequency	Strongly agree	Agree	Neutral	Disagree	Strongly Disagree
		10	40	5	1	0
	Percentage	17.9	71.4	8.9	1.8	0
Increased customers satisfaction has been registered due BPR implementation.	Frequency	10	38	7	1	0
	Percentage	17.9	67.9	12.5	1.8	0

Source: Questionnaire field Survey in February, 2012.

As discussed in the literature review part, the introduction of business process reengineering is mainly to bring one-stop shopping, cycle of time reduction in service delivery by transparent, efficient and equitable services to customers. Hence, in this context there are detail points for consideration from the view point of performers as it is described in the above table.

As already pointed out, respondents' opinion was sought on the extent at which they finish their job as per the schedule. Accordingly, as it is indicated in the above Table 23(41.1 percent) of respondents confirmed that they often finish their job as per the schedule set. Other respondents' which accounts for 19(33.9 percent) replied that they finish their job somehow as

per the schedule. The rest 7(12.5 percent) of respondents stated in the same pattern that they accomplish their job very often and rarely respectively. No respondent have replied not at all.

In addition, with respect to the promptness of the Bureau in meeting customers/citizens needs out of total surveyed respondents' accounts to 25(44.64 percent) rated medium. Respondents' accounts to 21(37.50 percent) stated that it is fast. The remaining respondents' accounts to 6(10.7 percent) replied that it is very fast. On the other hand, while 4(7.14 percent) of respondents claimed that it is slow there is no who rated the promptness of the bureau very slow.

Furthermore, at the above points juncture respondents were requested to rate the extent at which the BPR in performer's promptness in completing their assigned pin point responsibility and result in one stop shopping. As shown in the above table out of surveyed respondents' accounts to 24(42.9 percent) rated well. Similarly, 11(19.6 percent) respondents rated very well. Again, about 14(25 percent) and 2(3.6 percent) of respondents replied satisfactory and excellent respectively. Nevertheless, 5(8.9 percent) of respondents claimed that it is poor.

As indicated on the Table3.3 above respondents were also asked to testify whether the process cycle time reduced brought as result of implementing the BPR or not. Accordingly, as it can be seen from the above Table 3.3 majority of respondents' accounts to 40(71.4 percent) bear witness that there is process cycle reduction in the service delivery due to BPR implementation. Similarly, respondents' accounts to 10(17.9 percent) strongly agreed to this issue. Thus, from the perception responses, the survey seems to suggest that about 89.3% of them have reflected positively the existence of process cycle time reduction because of BPR implementation. Notwithstanding, 1(1.8 percent) of respondents disagreed while the remaining 5(8.9 percent) of respondents remain indifferent.

With this understanding, moreover, respondents were asked to confirm whether there is customers' satisfaction increase as result of implementing the redesigned processes of BPR. With respect to this as indicated in the above table respondents' accounts to 38(67.9 percent) agreed that there is an increase in customers/citizens satisfaction. Similarly, 10(17.9 percent) respondents strongly agreed. The rest 7(12.5 percent) of respondents refrain from giving positive or negative opinion. While 1(1.8 percent) of respondents disagree, no one replied strongly disagree. Thus, as it can be observed from this, the majority of respondents believe there is customer satisfaction.

In light of the above described questions, the study bureau key officials' informants have also raised the following points with regards to achievements till to date. Keep on explaining they said that BPR implementation has resulted in groupings of staff in teams and different mini-function departments together to achieve specific results desired and deliver services. Workers are arranged to sit and work together in one open room. This arrangement has then increased team work and transparency. It has also resulted in one stop shopping in the Bureau where citizens move into one building and get all services attended to. Moreover, in the Bureau, the processes for serving the citizens have been streamlined with the customers' needs in mind of workers than ever before.

In similar way, they have told that the impact of BPR on service delivery has largely been positive. Thus, efficiency has increased, bureaucratic tendencies have been minimized, and accountability and transparency has improved though not radical and fundamental as well as dramatic. They added also that due to BPR ensuring good governance package particularly participation and mobilization of the mass citizens on development has become very easy.

Therefore, though respondents proclaim that various services are now provided with greater efficiency, less time taken and less energy to spent to provide services to the one who is in need the it is the researchers' believe that quality and sustainability issues are something requires closer attentions.

3.5 Challenges of BPR Implementation

As mentioned in the literature part BPR is a new concept as a management tool that promises many advantages to the organizations. However, despite the significant growth of the BPR concept, not all organizations embarking on BPR projects achieve their intended result. In light of this, Hammer and Champy (1993) estimate that as many as 70 percent do not achieve the dramatic results they seek due to multifaceted challenges.

3.5.1. Top Management and Leadership Related Challenges

As Hammer and Stanton (1993) believe, in the process of reengineering, the primary issue that comes first to our mind is the leadership particularly top management. This is due to the fact that reengineering is about transformation and system change, which follow the top down change operation in which top leadership is required right from the beginning. Strong, committed, executive leadership is the absolute prerequisite for reengineering. To this end, commitment of leadership in the upper echelons of management is often cited as the most important factors of a successful BPR programme.

Table 3.4: Opinion on Top Management and Leadership Related Challenges

Items	Response	n=56 respondents				
		Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Lack of commitment, visionary leadership and weak support demonstrated by Bureau as well as other concerned agencies management (<i>considering BPR as passing managerial fancy e.g., it will go away, ignore it) attitude</i>	Frequency	22	25	6	2	1
	Percentage	39.3	44.6	10.7	3.6	1.8
Inadequate understanding about BPR by Top management's and process owner to give supports to performers	Frequency	12	25	10	8	1
	Percentage	21.4	44.6	17.9	14.3	1.8
Top managers' fear to support the new values and beliefs required by the redesigned processes of BPR because of technical and political reasons	Frequency	11	23	11	8	3
	Percentage	19.6	41.1	19.6	14.3	5.4
Lack of total involvement of top management who have real power to bring change and become change agent	Frequency	16	28	7	5	0
	Percentage	28.5	50	12.5	9	0
The confusions created by top management to identify BPR as management tool rather than political tool	Frequency	15	27	6	7	1
	Percentage	27	48.2	10.7	12.5	1.8

Source: Questionnaire field Survey in February, 2012

In light of the above explanation, the above table 3.4 starts with top management and leadership related challenges. In spite of these well known facts, it could be surmised from the above Table that the view expressed by the performers on lack of commitment, visionary leadership and weak support demonstrated by Bureau as well as other concerned agencies management indicated that, out of total surveyed performers 22(39.3percent) and 25(44.6 percent) stated strongly agree and

agree respectively to the raised these issue. Thus, summing up the two positive impressions together about 83.9 percent of respondents have expressed the absence of aforementioned issue. The rest 2(3.6 percent) and 1(1.8% percent) of respondents argued the presence of commitment, visionary leadership and support being demonstrated both by Bureau and other concerned agencies by disagree and strongly disagree respectively. Thus, very few about 5.4 percent of respondents have expressed that there is the presence of the points under discussion. On the other hand, 6(10.7 percent) of them were found to be neutral. Therefore, it can be concluded that there are still highly considerable challenges from the side of top management.

The other issue is concerned with whether top management and process owners have adequate understanding about BPR to give supports to employees or not. Accordingly, as it can be seen from the Table3.4 above out of total respondents 12(21.4 percent) strongly agree and 25(44.6 percent) of respondents agree that there is inadequate understanding. Combining the two about 66% respondents reach consensus that there is no adequate understanding. On the other hand, 8(14.3 percent) and 1(1.8 percent) of respondents replied by saying disagree and strongly disagree respectively that there is adequate understanding. While the remaining 10(17.9 percent) of respondents were remain indifferent.

This shows that, there are gaps as result of inadequate understanding caused incompetency for both top management and process owners to help performers. It could also imply that the appointment of process owners and top managers does not consider the necessary expertise and understanding (both conceptual and technical); rather the focus centre is political capabilities and proximity. This situation led the top managers and process owners to ineffectively support, coach, and advocate the works of the performers. Above all, this is the reflections of top managers are still inefficient and not professional.

At the above discussed point juncture it is not surprising that those performers respondents were asked to confirm whether there are confusions created by top management to identify BPR as management tool rather than political tool. Thus, as it can be observed from the above Table 3.4, there is a prevailing view that respondents account to 15(27 percent) and 27(48.2 percent) strongly agree and agree respectively. Summing up the two about 75.2 percent of respondents proclaim there is problems in this regard. Notwithstanding, 7(12.5 percent) and 1(1.8 percent) of respondents disagree and strongly disagree respectively. When we add up, few respondents' accounts to 14.3 percent have counter argued that there is no problem in this respect. The remaining 6(10.7 percent) of respondents remained neutral.

In addition to this, the researchers' observation shows that they are mostly busy with other works and there is a sense of scepticism in their feelings. Hence, they are rather required to cooperate with the higher political assignment while at the same time disposing tasks of coordination and supervision BPR under their respective jurisdiction. Hence, it is typical of the top managers that due to dual accountability there is an ambiguity to identify BPR as a management tool than political tool which is becoming the order of the day in the management set up of the bureau as well as other agencies of Oromia.

Therefore, it could be understood that top management is characterized by lack of clear guidance and frequent intervention of the political assignments in giving direction to make decision on their operation.

With respect to top managers' fear to support the new values and beliefs required by the redesigned processes of BPR because of technical and political reasons as described in the Table 3.4, out of total respondents 11(19.6 percent) strongly agree and 23(41.1 percent) agree. Hence, in the similar fashion about 60.7 percent of respondents confirmed that there is a fear of top management. Nevertheless, 8(14.3 percent) and 3(5.4 percent) respondents replied disagree and strongly disagree respectively. While summing up the two about 19.7 percent of respondents were found to be either disagreeing or strongly disagree. The remaining 11(19.6 percent) respondents remained indifferent.

Cognizant of the opinion survey responses, the researchers' keen observation has also revealed the same facts. Accordingly, most top managements are found confronting multiple accountabilities. Indeed, they are completely subject to the permanent surveillance of the other assignments than thoroughly focusing on BPR implementation. This is because it is their responsibility to render an account to his/her political assignment. Thus, people had/have lost confidence as they are there to accomplish all assignments. In instances shocks and tension could be developed (due to fear of demotion and/or dismissal) and resulting in a possibility for BPR reform to be failed. This is due to the fact that the top managers are characterized by confusing and inconsistent and sometimes overlapping activities application of the intended reform. The BPR reform practice could be fragmented here and there and lack continuity and lasting commitment.

Besides this, the key officials' informants came to the same conclusion though they are not to the point in their explanation. They stated though in theoretical frame work top managers including process owners have to strictly work on BPR implementation due to simultaneous

responsibility coupled with ever changing assignments leads to erode the adherence to the principle of BPR. Thus, they expressed the consideration as well as devotion is lacking.

Furthermore, performers were asked whether there is prevalence of lack of total involvements of top management who have real power to bring change and become change agent or not. Thus, as indicated on the Table 3.4, out of total surveyed performers about half 28(50 percent) proclaimed by agreeing that there exist lack of total involvements of top management. In the same token, respondents' accounts to 16(28.5 percent) were highly in favour of this issue. Summing up the two a significant number about 78.5 percent of respondents confirmed the existence of lack of total involvements of top management. Nevertheless, respondents' accounts to 5(9 percent) had shown an objection by disagreeing. About 7(12.5 percent) of respondents' remain neutral. While no one replied strongly disagree.

Moreover, document review assessment of the bureau attest the commitment of middle level management (zone and Woreda level) is much better compared to those of top management found at the bureau level.

Generally, key informants were asked the detailed challenges discussed from the above table for triangulation of facts on the ground. Accordingly the researcher had a conversation with those key respondents from the Bureau. They all anonymously agreed to those questions. They replied most leaders focus on BPR implementation whenever there are meetings. But in reality the implementation is going wrong. The concerned body (both performers and leaders) are not in a position to make a concerted effort to ensure its implementation. And they added that when such a perception is predominant with in the minds of particularly leaders more performers will be psychologically predisposed to the idea that nothing can be accomplished within the system of BPR reform. They talk much when there is trouble and do a little. Further this predisposition will, in effect can have a very insidious impact and perpetuate the BPR reform failure rate. Frequently the inconsistencies, while philosophically simple, are found in their damaging effects. More importantly, credibility is potentially the most valuable currency possessed by leaders, and when they say one thing and do another, their credibility is substantially eroded, leaving everybody wondering why they should expend energy. Hence, they recommended that if government recruits leaders unwisely; their investment will have less return. So the top management system should be installed with great care and focus.

3.5.2. Change Management Related Challenges

Studies on the challenges of BPR show that change management issues remain at the forefront of BPR implementation and the effectiveness and efficiency of the results achieved (Grover et al 1998; Masantstos 2008; Singh2009). If the change management issues are identified and the principles of BPR implementation are adhered, the results and outcomes can be radical and transformative. Since the reengineered organization is a new world of work, people in the organization must be changed (values and beliefs) to fit to the new world, otherwise, all efforts

Above all, changing value is an important part of reengineering as change management and should be realized by reinforcement of a reward. In connection to this, an organization's management systems (the way people are measured and paid etc) are the primary shapers of people's value and beliefs. And getting the priorities right in managing the change are thus particularly essential for the successful implementation of BPR.

Subsequently, the agenda of change management has come to the mind of the researcher due to the fact that while it has far reaching importance if implemented properly, it is also necessary to identify that the shortcomings that stem due to mismanagements of the change related issues would surely result in failure of the BPR implementation endeavour of the Bureau in particular and the region in general. In view of the above reviews the following Table below has been devoted in identifying major challenges related with change management. To this end, this table address a number of questions to be explored in assessing pertinent issues of change management that could critically hamper the proper implementation of BPR and intended success.

Table3.5: Opinion on Change Management Related Challenges

Items	Response	n=56 respondents				
		Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Lack of creating organizational culture and values for change:	Frequency	16	25	8	6	0
	Percentage	28.6	44.6	14.3	10.7	0
Employees' resistance to change due to job displacement and lack of incentive packagers	Frequency	19	25	7	5	0
	Percent	33.9	44.6	12.5	9	0
Lack of necessary changes in human resource management policies of the Bureau for BPR. Implementation	Frequency	15	25	7	8	1
	Percentage	26.8	44.6	12.5	14.3	1.8
Absence of management systems(e.g., incentive, measurement) to cultivate the required values of redesigned processes	Frequency	16	28	4	7	1
	Percentage	28.5	50	7.1	12.5	1.8

Source: Questionnaire field Survey in February, 2012

Accordingly, the researcher picked up some of the points related to change management and surveyed. Contrary with these views, however, as it can be seen on the Table above 3.4, out of the total respondents 16(28.6 percent) and 26(46.4 percent) of respondents strongly agreed and agreed to the lack of creating organizational culture and values for change respectively. Combining the two it is possible to say that majority of respondents' counts to be 75 percent have reported that there is absence of creating organizational culture and value for the change. Nevertheless, out of total surveyed performers only 6(10.7 percent) of respondents showed an objection. The rest 8(14.3 percent) of respondents were found to be indifferent or neutral.

Hence, though BPR contemplate value and beliefs as the fourth necessary component in its business system diamond for creating a culture for change and stimulating receptivity of the organization to change, from the above perception of respondents it can be inferred that the bureau has vacuum in installing the necessary culture and value needed for BPR implementation.

Another important aspect in the change management is related with resistance. Accordingly, out of total surveyed performers about 19(33.9 percent) and 25(44.6 percent) reported as either strongly agree or agree respectively that there is employee resistance due to change to job displacement and lack of incentive packages though there were no job losses while restructuring and placement. Therefore, the combined positive impression for respondents was 78.5 percent that there is problem of resistance. Besides, the researchers' keen observation can also attest to this reality in that many performers have reflection of avoiding adapting to BPR while doing their works. Moreover, it seems that performers feel to have accepted BPR implementation when they are asked but in practice they have a tremendous resistance to BPR. The reasons they give were political interference, lack of proper salary and benefits, improper promotion and incentives (those who diligently work do not get but those kin to leaders get) etc. Based on this, it is the researcher believes that for resistance encountered and/or will encounter, the leader/s must be willing to "drive" change by creating conducive working environment. In addition to this the bureau undergoing BPR implementation must work to quell the fears of employees and resistance to change.

It is generally recognized that human resource is critical resource of any organization be it public or private, its management policy is a central issue in reengineered organizations. As a result, human resource management requires that decisions should be integrated, that is, blended into a whole supported via implementation of viable policy plus its various management systems is crucial to realize the new soul of living, that is, BPR implementation and/or process thinking.

Based on this, out of total respondents' accounts to 15(26.8 percent) and 25(44.6 percent) being either strongly agree or agree respectively. Summing up the two about 71.4% respondents confirmed that there is lack of necessary changes in properly implementing human resource management policies of the Bureau for BPR implementation. While respondents account to 7(12.5 percent) of remain neutral about this issue. Nevertheless, the rest remaining respondents' accounts to 8(14.3 percent) and 1(1.8 percent) have shown their view either disagree or strongly disagree respectively. Combining the two about 16.1 percent respondents have an objection in that there is existence of necessary human resource management policy for implementing BPR at the Bureau.

In line with this, as it can be seen in the table respondents' accounts to 16(28.6percent) and 28(50 percent) either agree or strongly agree respectively that there is absence of necessary management system. The other 7(12.5 percent) and 1(1.8 percent) either disagree or strongly disagree respectively that there is management stems. While that rest 4(7.1 percent) remain neutral.

Therefore it is possible to say from this that the strategic importance of human resources is not perceived properly. Though Key informants from the bureau claimed that the study is ongoing and could be implemented along with Balanced Score Card (BSC) while BSC has of course nothing to do with incentives but plan of activities across set mission and vision of the organization. Thus, technically speaking on the practical plane performers are treated largely in mechanistic terms whereby they are in a position to passively receive tasks from the top management and/ or process owners at the expense of what policy dictates. This could be due to significant delays in developing job evaluation and grading; and a performance appraisal system disappointed make slow the move. Further this notion makes HRM merely an ordinary pen pushing administrative work. More importantly, it is not aligned with the BPR study. Hence, it is possible to say that HRM policy is sacrificed, performers lose their focus, and consequently leading to failure to register what is expected of them.

Table 3.6: Opinion of Performers on the Existence of Retention of Skilled Employees

Items	<i>n=56 Respondents</i>		
	YES	NO	I DO NOT KNOW
The existence of mechanism to retain skilled employees	18 (32.1%)	33(59%)	5(9%)

Source: Questionnaire Survey in February, 2012

It is clear that quality service depends on quality people. In light of this, Ian Lienert (1998) concluded that salaries need to be restructured comprehensively to enhance transparency and improve governments' ability to recruit and retain skilled staff.

To this end, the above Table depicts whether there is existence of mechanism to retain skilled employees. Accordingly, the majority of respondents who account for 33(59 percent) complained that there is no mechanism to retain skilled employees in the Bureau. On the other hand, few respondents account to 18(32.1 percent) agreed to the existence of retaining mechanism of employees. While very few respondents account to 5(9 percent) were not aware whether it is there or not.

Hence, it can be concluded that there are challenges in this regard. Despite the fact that the bureau has recently finished identifying job and structure it has not yet identified the necessary retaining mechanism indicating that the road to retaining skilled performers is long and rough. To this end it the researchers' believe that the adjustments made recently (2011) country wide in salary scale should not be considered as a mechanism to retain since it is base salary improvement. Hence, it should not be considered as incentive mechanism to retain performers. Notwithstanding, there are some who argue that retaining mechanism is being installed only for regional BPR technical committee decided by regional cabinet even though it has not been as enough as it should be. This implies that large numbers of performers are not incorporated thus threatening motivation of others.

Generally, with regards to change management related challenges both the study bureau key official respondents have explained the situation as follows. They explained that in order to set up values such as flexibility, responsiveness and accountability, avoid resistance proper implementation of human resource policy and inculcating its management systems are vital. They even added explaining that in principle BPR should fulfil the business diamond. However, these elements are still lacking and tend to the extent of discouraging performers not to contribute their level best within and across other sectors. Due to lack of putting all the business diamonds into implementation particularly management and measurement system as well as value and beliefs ("I am servant of the customers) the level of BPR acceptability decreased significantly because the bureau is not in a position to present providing incentives. On the top of this, although the Government has made continuous salary increment effort in 1993, 1996,2002,2005,2007 and 2011, the civil servant suffers from salary wearing down, which is unable to keep up with the current level of inflation. Thus, there is a continuous dissatisfaction as well as exodus of the brightest and best out of the civil service in the region. Worst of all some performers were showing no willingness to implement the corrective recommendations by the bureau put forward to seal off loopholes that were believed to be conducive for weak implementation within as well as across other sectors in the region.

Therefore, it is possible to say that where these elements are not adequate and/or lacking it is very much difficult to assure practical implementation and success of BPR

3.5.3. BPR Organizational Related Challenges

Making adequate and timely technical preparations, creation of favourable environment and awareness for the acceptance and successful implementation of intended BPR is required. Moreover, designing proper implementation strategy for breaking rigid hierarchical structures and harnessing proper job definition and allocation to performers are quite important.

Table 3.7: Opinion on organizational readiness, hierarchical rigidity and BPR initiative

Items	Response	Percent (n=56 respondents)				
		Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Lack of organizational readiness to change the business	Frequency	3	29	11	10	3
	Percentage	5.3	1.8	19.6	7.9	5.3
Difficulty to break still rigid hierarchical structures, jobs definition, and responsibility allocation	Frequency	8	25	11	10	2
	Percentage	14.3	44.6	19.6	17.9	3.6
A BPR project initiative was not caused by the felt needs of Bureaus and other Agencies of Oromia.	Frequency	3	27	14	9	3
	Percentage	5.4	48.2	25	16	5.4

Source: Questionnaire field Survey in February, 2012

With regard to the above explanation, from the perception responses, the survey suggest that out of total respondents more than half percent, that is, about 29(51.8 percent) agree that there was lack of organizational readiness to change prior to BPR project start. It is also evident from the Table above 3.7 that respondents' accounts to 3(5.4 percent) strongly agree to the statement. On the other hand, 10(17.9 percent) and 3(5.4 percent) respondents disagree and strongly disagree respectively. The remaining 11(19.6 percent) of respondents remain neutral.

Therefore, it is no more contentious that the bureau had no sufficient prior preparation while commencing BPR reform. According, what the bureau did was simply picked up few experts to take training and attend different conferences and workshops prepared by the then Ministry of Capacity Building (MoCB) now Ministry of Civil Service. Though conferences and workshops and trainings were under taken it could not make the holistic preparation from the above viewpoints as discussed earlier. Thus it is possible to say that lack of prior readiness has

continued to pose a serious challenge on the BPR implementation to the extent of receding back its effort. This is not the case of this bureau only other bureaus of Oromia have begun retreating back step by step.

It is worth mentioning at this juncture that breaking rigid hierarchy structure, defining the job and responsibility allocation as per the requirement of the redesigned process through creating conducive environment by embracing more reengineering effort is what is needed before starting the BPR reform

With regard to this concept, respondents of the performers surveyed were asked to give their opinion on the difficulty to break still rigid hierarchical structures, jobs definition, and responsibility allocation. As can be seen from the Table 3.7 above, about 8(14.3 percent) and 25(44.6 percent) respondents strongly agree and agree respectively. On the other hand, of respondents account to 10(17.9 percent) and 2(3.6 percent) reply disagree and strongly disagree. The remaining 11(19.6 percent) of respondents remain indifferent.

Therefore, from this response one should not have slightest doubt that the bureau encountered the same problem. Even though it is observed that new jobs and positions have been created and majority of employees were name tags as well as offices labelled with the names of respective performers occupying the office there is no detailed duties and responsibilities clearly identified and documented particularly of research, monitoring and evaluation core process. As many performers would agree, they have no clear job allocation. Many activities have been done simply by delegation and massively. Besides, there is still a tendency of accepting orders and lack of empowerment leading to hierarchical way of dealing with daily jobs.

It is evident that as the Government is serious about tackling the problem of public institutions service delivery to the citizens. In light of this the BPR agenda for transforming them was meant to secure the ability of state to reduce poverty, bring democratic development including responsive service delivery and good governance was firstly imported by FDRE (CSRP Review Document, 2004).

Accordingly, respondents were also enquired whether the BPR project initiative of the Bureau was caused by the felt needs of other Bureaus and other Agencies of Oromia or not. In this context, out of the total respondents 3(5.4 percent) and 27(48.2 percent) strongly agree and agree respectively that the initiatives was not caused by the felt needs of the Bureau and other agencies of Oromia. However, there are few account to 9(16 percent) and 3(5.4 percent) respondents

disagree and strongly disagree respectively. The rest 14(25 percent) respondents remain indifferent.

In connection to this, the key official informants explained that BPR was a national agenda and federal government initiative. Keep on explaining they said that the region was decided to undertake BPR due to presence of many problems in the public sectors of Oromia including the bureau. These problems were driven by the need to introduce best practice methods to promote efficiency and effectiveness in service delivery and to ensure open and equitable treatment to citizens in the region. They added that the choice of BPR reform stemmed from the problems that were inherent in service delivery at that time that included neglect of the quality services, negative perception of the public about the governments' efficacy, lack of structures for service provisions, corruption and bureaucratic tendencies.

Besides this, the bureau vice head after explaining by out lining the mission and mandate of the bureau which includes capacity building, good governance and human resource management; stressed that BPR is taken into consideration to ensure good governance throughout the region which is the basement concern to be worked on by all the public sectors in the region.

Eventually, in 2006/07 under the leadership of the Oromia Regional Government and through the coordination and supervision of the then Oromia Bureau of Capacity Building significant steps has been undertaken in realizing this reform in its different departments and processes as well as other sectors in the region. Accordingly, BPR implementation has started with intensive trainings, subsequently full implementation has been ongoing for years.

Moreover, some concrete evidences reviewed attests that a plan for BPR was approved by the Council of Ministers and initiated at both federal and regional levels to restructure and improve public sector performance and deliver services more efficiently. Then the Government of Ethiopia took this initiation to be under the then MoCB now Civil Service Ministry to urge public organizations to implement BPR project. Besides this, a variety of concrete evidences attest to this reality in that the ministry provided consultancies, intensive trainings and technical support for various public institutions in order to review their own organization and ultimately participate in BPR implementation at the beginning.

Therefore, there are considerable reasons for federal government to pursue such kind of change tools.

3.5.4 BPR Science Related Challenges

The BPR agenda must be clearly communicated by involving employees and citizens as well other stake holders along with what will be expected of employees, citizens and stake holders once the BPR is initiated. Above all, there should be determination on how compatible the BPR is with current culture and to what extent employee have confidence that the tool can be implemented successfully. This helps to assess employee perception on this key change issues and work with team members to devise mitigation strategies together even when problems encountered.

In connection to this, the demand side pressure is important to create a culture of accountability which leads to capacity building for both service givers and service users. The experiences of developed countries for instance French, Britain and USA show that citizens in public service are not only end users but also owners and solution seekers for the challenges facing the service. Such an engagement of citizens' is not only to ask rights but also to seek solutions. Thus, it is vivid from this that organizations can easily put their professed commitment to customer satisfaction into action by placing the customer at the centre of the BPR. Moreover, creating citizens' awareness on public service, through citizens' charter, organizational charter and accountability reports helps to empower the citizen to strengthen the BPR implementation.

Therefore, these lessons should be appreciated in that increasing the involvement of the general public in BPR affairs and raising the awereness of performers and other concerned bodies has been justified by many scholars as it has unique contribution for the successful implementation of BPR reform initiative. Thus, the following Table seeks to identify major issues related with BPR science since understanding its science is the building block for the implementation of the BPR and provides a great opportunity to give knowledge based decision making.

Table 3.8: Opinion on employees' involvement, process redesign and trainings on BPR

Items	Percent (n=56 respondents)					
	Response	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Employees and customers/citizens not openly and actively involved and consulted at all stages of BPR implementation	Frequency	7	22	7	13	7
	Percentage	12.5	39.3	12.5	23.3	12.5
Processes are ineffectively redesigned due to merging and remerging of Bureaus	Frequency	11	22	9	8	6
	Percentage	19.6	39.3	16.1	14.3	10.7
Insufficient trainings and education to create common understanding on implementing BPR	Frequency.	14	24	5	9	4
	Percentage	25	42.9	8.9	16.1	7.1

Source: Questionnaire field Survey in February, 2012

Hence, in pursuit of identifying the above discussion realities performers were asked to confirm whether employees and customers/citizens openly and actively involved and consulted at all stages of BPR implementation or not. Accordingly, as it can be observed from the above Table 3.8, out of total surveyed respondents up to 22(39.3 percent) and 7(12.5 percent) of respondents expressed agree and strongly agree respectively. Combining majority respondents' accounts to 51.8 percent agreed that there was no such involvement. Nevertheless about 13(23.3 percent) and 7(12.5 percent).of respondents disagree and strongly disagree respectively. Summing up, 35.8 percent of surveyed respondents thus counter claim. While rest remaining 7(12.5percent) of respondents remain neutral.

Indeed the conclusion one draws from the above dominant impression is there was little/not up to the desirable level of involvements. This in turn may create lack of common vision and understanding towards the effort of BPR implementation. Besides, this problem may have a tendency to create gaps for performers in providing knowledge based service delivery and in turn make them to be less responsive, less effective, less trust worthy and even corrupt. This could make citizens not to get better services as well as loose an appetite to contribute their part. In sum, this will led us to say that for vivid BPR to persist and flourish performers and citizens should engage in as well as consulted from the very beginning rather than becoming mere recipients of the BPR reform agenda.

The other issue that caught the attention of researcher is the question related with effective redesigning of the process. As many scholars in the field articulated in the literature review part, although, reengineering produce flat organization, simply flattening an organization doesn't mean doing reengineering. The key issue is on process structure, not organizational structure. The problem facing organizations do not result from their organizational structure, but their process structures.

Hence, as indicated in the above Table 3.8 respondents were asked to address whether there are ineffectiveness in redesigned processes due to merging and remerging of Bureaus. To this end, up to 22(39.3 percent) and 11(19.6 percent) of respondents agree and strongly agree respectively to the statement. Combining about 58.9 percent of respondents supports the statement. Nonetheless, 8(14.3 percent) and 6(10.7 percent) of respondents negates the statement. The remaining 9(16.1 percent) of respondents were kept neutral.

The main point that can be felt here is that though at the start when studied separately the bureau seems to have effective redesign of process to replace the outdated functional based process after wards because of merge and remerge of processes we cannot say precisely that there is effective process redesign. This is specially the case where the independent Oromia Civil Service Commission was made to be merged with the then Oromia Bureau of Capacity Building now as effect renamed to be Oromia Civil Service and Good Governance Bureau.

In addition, it is observed and found to be quite fascinating that some bureaus found to be disintegrated into agencies and vice verse after they already completed redesigning their processes under newly promulgated proclamation number 163/2011 to rearrange the powers and duties of Oromia Regional State executive organs. For example the Oromia Bureau of Trade, Industry and Transportation was separated into Transportation Agency, Micro and Small Scale Development Agency, Trade Agency and Bureau of Urban Development and Industry is worth mentioning.

Therefore, it is really not too farfetched to say that this shift could have multifaceted challenge not only on the prior redesigned to be urgently redesigned in a new fashion with quick fix mentality but also on the time, energy and costs of experts knowledge as well as understanding about the newly created structures and jobs to be given for each performers in their respective bureaus or agencies. Consequently, generally speaking, these situations could have a great tendency to deter the move by the bureau to bring about a quantum leap in the implementation of the BPR reform.

It is recognized that the civil service of the day demands highly competent and professional civil servants. Incognizant to this fact, training and far beyond education are perhaps the most widely used intervention area of BPR for it has impact on the success of its implementation. This is because BPR changes the organizations processes, employees should have adequate understanding and skills to do the processes.

Indeed installing effective training & educating performers is quite pertinent to build their understanding and skills. Hence, without developing these it is evident that things might become abstract to the extent that the term BPR can lose its real meaning. Supporting this idea, Hammer (1993) admits that training activities teach new skills, refine existing skills and affect employee attitudes. Each team member is expected to learn every job. The purpose is to create a generalist rather than specialist.

Consequently, tasks that were formerly the domain of supervisors are now common affair for all employees. Thus, process owners focus on designing the process, coaching and advocating tasks. So the change in job nature needs continuous learning. As customers' preferences change due to constant change in technology and competition, new skills and expertise are expected and then continuous learning will be unstoppable phenomena. Moreover, many scholars believe that organizations that provide their employees with career development ensure that it has, at all times, the right quality of HR needed to make it serve the public well.

Accordingly, respondents were asked to give their kind opinion on this issue. As indicated in the Table 3.8, out of total respondents up to 24(42.9 percent) and 14(25 percent) agreed and strongly agreed to the statement respectively. Summing up about 67.9 percent of respondents reveals that there is gap in this regards. Nonetheless, respondents account to 9(16.1 percent) and 4(7.1 percent) disagree and strongly disagree respectively. Combining few respondents accounts to 23.2 percent counter argue to the statement. The rest remaining 5(8.9 percent) of respondents did not propose neither positive nor negative impression.

With regard to training key officials informants stated that training is crucial since BPR is a belief in that performers should own and deal with what should be of new world or working system. In cognizant to this fact one respondent said that the bureau has provided trainings to performers on the essence and importance of BPR four times during the study and two times after the implementation. However, they claimed that since the new world has been seen as a dream land it is the informants believe that continuous training in the forms of refreshment should be continued. Nonetheless, this thing is lacking on the practical plane within the

bureau. Moreover, since there is no necessary incentives put in place it is becoming a futile attempt as attendants' come simply to get some fringe benefits.

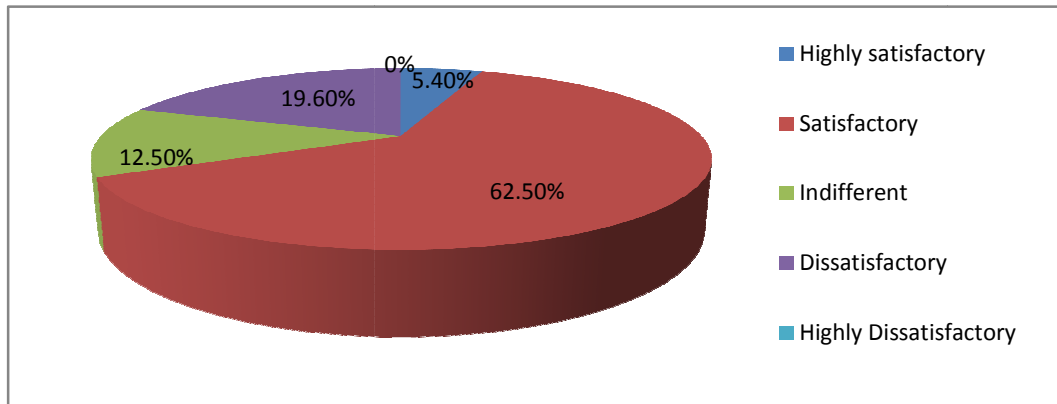
With regards to this, further observation around this issue revealed that most of the time the training lacks need assessment on the other hand the outcomes registered were found to be hardly documented for a feedback .In this context, it is also evident that though a number of conferences and workshops took place by the name of training programs it was not consistent, and mostly around the topic of BPR but rather on other political governance issues. Worst of all, there is overlooking the role of training can play to achieve organizational objective, absence of training proper training policy and guidelines for training needs assessment and impact evaluation, absence of well established training units and the complain of insufficient budget to execute trainings are affecting the implementation of BPR. On the top of this, this shows that the experience of starting with one training program then exiting without applying it.

Thus, it can be said that only through understanding will action follow. However, the above data indicates that the training and education provided was not sufficient. Though it is believed that education and training has great contribution in shaping the sentiments of performers to citizens as well as help harness the sustainability of service delivery in the due course of BPR implementation this is particularly, however, the case that the past attempts were not effective in bringing about common understanding on BPR implementation.

3.5.5 Information Technology Related Challenges

As it has been already described in the literature review part, the use of information technology (IT) occupies a major place. This is due to the fact that, the data would be needed to serve as basis for speedy decision-making process. When there is IT alignment, it helps to eliminate unnecessary steps or the repetition of activities in the stages of the process, especially when there is a need to combine several jobs into one.

Figure3.4: Opinion on the extent of IT facility utilization

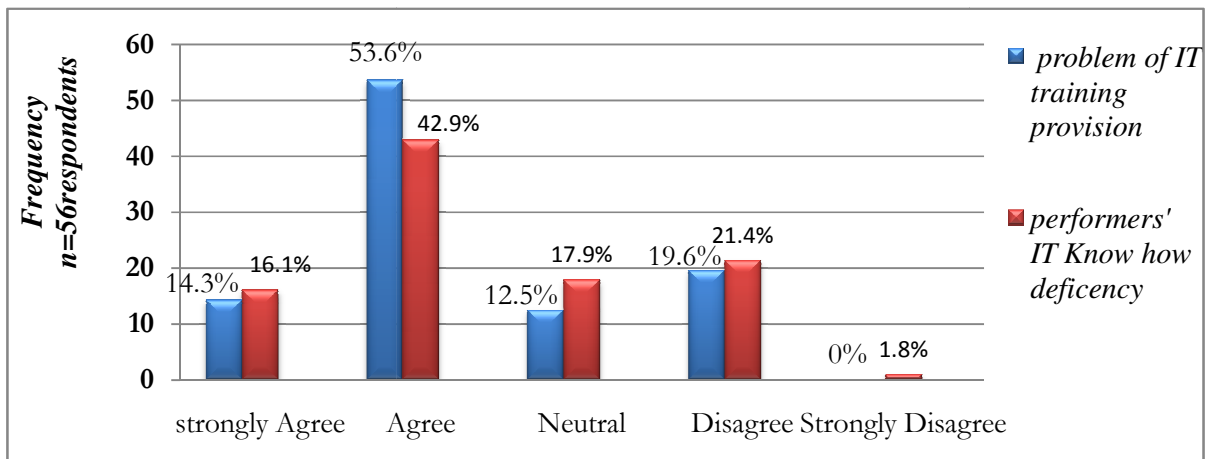


Source: Questionnaire Field Survey in February, 2012.

Accordingly, as indicated in the figure respondents were asked to give their view on the extent of the IT facility. Thus, out of total respondents 35(62.5 percent) agreed that the existing IT facility is satisfactory. Similarly, up to 3(5.4 percent) of respondents proclaimed that it is highly satisfactory. While 7(12.5 percent) respondents remain indifferent, 11(19.6 percent) of them revealed that it is dissatisfactory. And no one replied the facility is highly dissatisfactory.

The picture which could emerge from these accounts is that the IT facility at the bureau level is satisfactory. This could be due to the fact that the bureau is situated in the building Oromia National Regional State President Office. However, though there is IT facility including broad band internet services with very much furnished offices still there is gaps to be filled with the IT facility.

Figure3.5 Opinion on Information Technology Related Challenges



Source: Questionnaire Survey in February, 2012

BPR typically requires an investment, particularly in information technology. Out dated methods, such as doing a task by hand, face replacement by computer programs. The programs improve efficiency and reduce errors. Hence, the organization must provide training to enhance the knowhow of each performer through intensive and continuous training to make performers user friendly with IT technology.

However, as it can be seen in the Figure 3.5 above respondents' accounts to 30(53.6 percent) and 8(14.3 percent) either agree or strongly agree respectively that there is problem with regard to the provision of IT training. On the other hand, about 11(19.6 percent) respondents counter argue that there is provision of IT training. The other 7(12.5 percent) of them remain neutral. While no one responded strongly disagree. This implies that there is much gaps to be filled since changing people's to cope up with technology is must to bring efficiency and effectiveness in due course of BPR implementation.

The other question to consider with the previous concern was related with whether there is performers' know how deficiency or not. As it is shown in the Figure above, respondents' accounts to 43 percent and 16.1 percent either agree or strongly agree respectively that performers have deficiency of IT know how. Nevertheless, about 21.4 percent and 1.8 percent of respondent argued disagree and strongly disagree to the statement. While the rest 11(17.9 percent) of them remain neutral. Therefore, the majority about 59.1 percent admit that there is a problem of knowhow of performers with IT technology.

With regards to IT infrastructure development the key informant from the bureau stated that 167 Woreda are linked with Woreda Net while the remaining 69 are not. To ease the implementation of BPR in the region there is a plan to give trainings on automation and net working. According to key informants the first 20 bureaus were identified out of which 6 bureaus are automated while the rest 14 are on re -calibration work to be automated. For those 14 bureaus about 45 processes are being identified as specific and common process. Specific process being very unique to the bureau only while common process are common to all process such as human resource management process and finance. These are done by studying and reviewing their interfaces. In addition video conferences are established. And Supreme Courts are connected with region and Woreda Courts through video conference facilities. This has a tremendous contribution in cost reduction to hear cases and decision from Woreda and zones. Moreover, the Local Area Net (LAN) is ongoing by identifying 18 zones and 18 Woreda for pilot testing.

With regards to training the key official respondents proclaim that the bureau with help of the Oromia ICT agency has provided training on basic computer skills. This has been done by selecting 5000 individuals yearly throughout the region at different centres. They also explained that sector wise trainings has been given on management information system, Peachtree, IBEX and other professional trainings such as JAVA, data base, etc. Besides, maintenance trainings of office machines such as printers, desktop, fax machines etc has been given to experts to make user friendly those machines.

Even though there are some how good attempts the respondents did not deny that there is know how deficiency due to lack of proper and continuous trainings. The researcher keep on asking requested whether there are challenges. Accordingly they have identified the following issues as a challenging factor.

The first and most important is lack of commitment from top management due to fear of thinking that automation may hinder their privilege. Of course, once everything is automated you have no chance to delete it since the data can only be retrieved by the authorized person who works on the central server. Further, the automation system will detect automatically the programs of the bureau. That is why they are afraid of supporting the works of automation where this could reflect their wish of mess manoeuvring of the implementation of BPR or to simply deny facts. Thus, they lack trust from implementing the works of automating their respective bureaus.

- *The problem related with prematurity of the study of BPR and its implementation.*
- *Problem of resistance to change due to lack of proper incentives and rewarding system*
- *Lack of awereness*
- *Lack of continuous monitoring and evaluation*
- *Problem of infrastructure decision making: According to key informants, problem of infrastructure decision making, it is the Ethiopian telecom which has an authority to stretch fibres and cables in the country. Therefore, the agency faced challenges where there are no necessary fibres and cables to ensure accessibility*
- *Problem of easily identifying the process interfaces of the bureaus or presence of misalignment between process and among Bureaus' coordination.*
- *Problem of proper linkage between federal ministries and regional bureaus*

3.5.6 Coordination, Communication, and Capacity Challenges

As many scholars agree clear, effective and convincing communication, coordination and integration, clear validation of performance and building necessary capacity are pertinent to the success of every change project and BPR implementation is not different. Thus, continually undertaking these activities can help ensure the success of BPR implementation. Otherwise securing the expected goal and purpose of its establishment could be a futile attempt.

Table 3.9: Opinion on Coordination, Communication, and Capacity Challenges

<i>Items</i>	<i>Response</i>	<i>Percent (n=56 respondents)</i>				
		<i>Strongly Agree</i>	<i>Agree</i>	<i>Neutral</i>	<i>Disagree</i>	<i>Strongly Disagree</i>
Weak pace of coordination, communication and integration within the Bureau as well as between/among other Bureaus impeded BPR implementation	Frequency.	12	28	7	7	2
	Percentage	21.4	50	12.5	12.5	3.6
Difficulty in validating the performance result of BPR between and/or among Bureaus of Oromia.	Frequency.	7	29	13	5	2
	Percentage	12.5	51.8	23.2	8.9	3.6
Lack of implementation capacity due to the constraints of finance and skilled manpower	Frequency.	10	23	5	16	2
	Percentage	17.9	41.1	8.9	28.6	3.6
The general perception of BPR cannot be applied in case of Ethiopian Public organizations	Frequency.	5	18	10	20	3
	Percentage	8.9	32.1	17.9	35.7	5.4

Source: Questionnaire Survey in February 2012

The survey of respondents has also looked at existing coordination and communication and integration of the Bureaus' in BPR implementation. As shown in the Table 3.9 above, out of the total surveyed respondents 28(50 percent) and 12(21.4 percent) of respondents agree and strongly agree to the statement respectively. Combined about 71.4 percent replied that there is a challenge in this regard. At the bottom extreme very few accounts 7(12.5percent) and 2(3.6

percent) of respondents however disagree and strongly disagree to the statement. The rest remaining 7(12.5 percent) of respondents were left neutral.

To simplify even more the matters it is understood that the objective of validating performance measurement through commonly agreed up criteria of monitoring and evaluation is primarily to check whether the redesigned processes are really working or not as well as see the areas of inconveniences and then refine in a way that the BPR implementation meets the needs of intended objectives.

Accordingly respondents were asked to answer the survey question in connection to this issue. As indicated in the above Table3.9, out of total surveyed up to 29(51.8 percent) and 7(12.5 percent) respondents either agree or strongly agree that there is a problem in this regard. On the other hand, respondents' accounts to 5(8.9 percent) and 2(3.6 percent) reply disagree and strongly disagree to the statement. The remaining 13(23.2 percent) of respondents were neutral.

Therefore, though it was observed that there is an attempt of using assessment check lists as deemed necessary by the bureau, we can say that it would not become standard and institutional in the way that it should be corroborated with prototype measurement tool developed comprehensively for each sector/bureau at various levels in terms of stalling valid and clear performance measurement. This further indicates that the bureaus' performance measurement is mostly on quantifiable and easy measures of hard part of reengineering while monitoring and evaluation of existing processes.

Moving on, before and after embarking on any BPR reform it is very essential to ensure that all the necessary capacity required will be available to the programme. Indeed, if the necessary resources are not put in place to support the full implementation of the scope of the BPR, then this can lead to the path of failure. Accordingly, as it is show in the above Table3.9, out of total surveyed respondents 23(41.1 percent) and 10(17.9 percent) either agree or strongly agree to the statement respectively. On the other hand, 16(28.6 percent) and 2(3.6 percent) either disagree or strongly disagree. While 5(8.9 percent) of respondents neither agree nor disagree.

Therefore, it is evident from this that there are shortage of budget, logistics and skilled human power to implement BPR as effectively as possible as per its principle. This will likely not only reduce the effort of monitoring and evaluation but also impacted the result to be registered. The reason could be due to vastness of the region it would not be possible to cover all the efforts of BPR supervision with few budget, skilled manpower and logistics.

Finally, respondents' view was sought to put their general perception on BPR implementation possibility. It is generally recognized that the effectiveness of any civil service reform program depends on its adaptability with countries' context. This seems unbeatable challenge in many developing countries including Ethiopia.

Accordingly, up to 18(32.1 percent) and 5(8.9 percent) of respondents either agree or strongly agree respectively. Combining about 41% of respondents replied that it is not possible in Ethiopian context. On the other side, respondents' accounts to 20(35.7 percent) and 3(5.4 percent) either disagree or strongly disagree respectively. Summing up about 41 percent of respondents confirm that it is possible to implement BPR in Ethiopian context. The rest 10(17.9 percent) of respondents neither agree nor disagree to the statement. Therefore, it can be observed from the above respondents view that there is same pattern that is 41percent of them replied agree and disagree with regard to BPR possibility to be implemented in Ethiopian context. Hence, this has two messages. On the one hand it is an indication that there is possibility to implement successfully BPR if the necessary requirements installed on the other hand it shows that unless there is a creation of enabling environment it is a challenge.

In similar fashion key officials informants of the study bureau and other sectors were requested to address whether there is challenges of coordination and communication and capacity to sustain the system or not. The bureaus' key official respondents start on explaining that the BPR reform implementation agenda has left no sector untouched in the region. Nevertheless, they anonymously witnessed that there is insufficient and inadequate coordination and communication within and among other bureaus of Oromia. The reason they told is mainly due to the wider responsibility of the bureau coupled with vastness of the region which comprises about 304 Woreda including towns, 18 zones as well 40 bureaus which includes agencies, institutes, commissions ,enterprises, offices etc. has completely shifted the attention towards coordinating and communicating them than looking in wards. Again, they said that though not enough as expected there is an attribute of the coordination and communication in bureau while accomplishing those activities.

On the other hand, all key official informants including the study bureau stated that BPR is like shaking in that gradually it separates what is good from bad. Hence, there is a manifestation of lack of readiness from some leaders, some performers which could be because of the thinking of future is uncertain assumption. Suspicion in the minds of performers, problem of breaking old attitude from its base, the impact of political economy of

the country (especially inflation and question of survival) has in general posed a problem to properly coordinate and communicate the reform.

In addition, the study bureaus' key informants asserted that lack/weak institutional communication plan within and among other sector is also another challenge. Except few bureaus, majority did not establish communication plan. Even those which are assumed to have communication plan are also not continuously done and up to the standard.

*Again lack of employee empowerment has contributed the problem. In the majority bureaus performers were not given their specific tasks approved by leaders of their respective bureau. Hence, still there is a tendency of waiting for leaders to make decision and signature for approval. They added, despite the fact that the bureau has so far undertaken much consultative works and refreshment training with help of the established team called reformist (regional technical committee) in the presence of other sectors in an attempt to strengthen collaborative efforts with them and strengthen their capacity there is weak coordination, communication and integration. Moreover, the so called BPR technical teams which are characterized as an ad hoc committees being established in each sectors to support the implementation of BPR are not working properly by the communication plan in supporting their respective sector. This could be because of lack proper alignment of these committees with leaders by which leaders might be one cause of this challenge. These malfunctioning of other sectors have increased burden of follow up on the bureaus' to work on coordination and communication rather than inward looking about how the redesigned processes are function in terms of putting in place coordination and communication plan on regular bases. Further this can be the reflection of weak commitment in establishing strong relationship and absence of actively as well as jointly working arrangements. This is perhaps a manifestation very loose and inconsistent communication plan. On the other side, key official informants have explained that there is a great deal of problem with validating the performance results of BPR since there is no institutional, commonly agreed criteria on evaluations the performance of each and every sector. Nonetheless, it is observed that the bureau has tried its level best to rank the performance of sectors including its self by setting some criteria though it was not comprehensive and consistent. According the study bureau **obtained a grade of "C. (Please see the Annex C)** Furthermore, according to these respondents the issue of capacity including finance, logistics and necessary skilled manpower is also affecting the intended result from BPR implementation. Therefore, it can be understood from this that there is absence/little effort towards institutionalizing the work of coordination*

and communication supported with visible plan, validating performance result from every concerned sector which would rather expect to bear the greatest responsibility to break the weak links within their respective jurisdiction.

CHAPTER FOUR

4. Summary of Key Findings, Conclusions and Recommendations

This chapter provide a very brief presentation on key finding; conclusions and recommendations observed in the study paper in general and analysis part in particular on the study topic.

4.1. Summary of key Findings

- 4.1.1 With regards to personal related information of respondents the study findings show that most of the performers' accounts to 71.4 percent are male while 28.6 of them are female.
- 4.1.2 The study reveals that majority of respondents lie between ages of 20-40. The study indicated that majority about 38(67.9percent) are Bachelor Degree holder while the rest 13(23.1percent) and 5(8.9 percent) are Diploma and Masters Degree holders respectively.
- 4.1.3 In an attempt to know the BPR implementation in the study bureau, respondents 39(70percent) confirmed that there was proper identification and definition of the business processes. However, the observation result attests that there is fragmentation of these processes here and there due to merging and reemerging of bureaus.
- 4.1.4 Besides this, majority about 43(76.8 percent) of respondents agreed that the Bureau have yearly BPR implementation plan. However, it is the researchers fear that adherence to the plan is something questionable since there are a lot of overlapping assignments.
- 4.1.5 Despite having implementation plan, majority of respondents which accounts to 32(57percent) confirmed the absence of proper cross checking of planned activities in the BPR implementation. This could be because of overlapping of activities, work over load plus new agendas overtime emanated from higher officials in turn might have created loses of focus to properly align the performance of activities as per the plan. The focus is mostly on emerging sudden activities.
- 4.1.6 Moreover, the study also reveals that as more than half of the respondents which accounts to 28(51.4percent) confirmed the absence/very little of periodic discussions on BPR implementation. Besides this, the observation results shows that mostly they are busy with discussing political agendas either weekly or quarterly than on BPR implementation issues.
- 4.1.7 Furthermore, because of the aforementioned reasons or the other, the study shows that respondents have a mixed perception with regards to explaining /indicating exactly the extent of redesigned process implementation in the bureau.

4.1.8 Although it is not up to the required level, opinion survey of respondents which accounts to 44.2 percent proclaim that there is the existence of monitoring and evaluation of BPR implementation. The key official interview and observation from document also attests the presence of monitoring and evaluation though it is very minimal, discontinuous and fragmented. Generally, there are gaps identified in the implementations of BPR as shown by the study results above.

Notwithstanding, the encouraging achievements have been seen due to BPR implementation within the bureau. Thus, the following study findings from the survey and key informants attest to this reality.

4.1.9 Accordingly, out of total 56 about 55.2 percent respondents asserts that there is good quality of service delivery in terms of efficiency, effectiveness, transparency and openness after BPR implementation within the bureau. Besides, respondents accounts to 19(33.9 percent) replied that BPR study helped them to finish their job some times as per the set schedule. Besides, the interview with key official also confirms that there is encouraging achievements compared to past times or scenario before BPR implementation though it is the researcher believe here that it cannot be said holistic

4.1.10 Moreover, the study tried to see the extent at which the BPR in performer's promptness in completing their assigned pin point responsibility and result in one stop shopping. Accordingly, the study discovered that out of surveyed respondents' accounts to 24(42.9 percent) rated well. Similarly, 11(19.6 percent) respondents rated very well. Again, about 14(25 percent) and 2(3.6 percent) of respondents replied satisfactory and excellent respectively. While the rest remaining 5(8.9 percent) of respondents claimed that it is poor. In addition to this, the interview with key official informants indicated that the groupings of staff in teams and different mini-function departments together to achieve specific results desired and deliver services has resulted remarkable change in serving customers/citizens without much trouble. This is because BPR study made workers to be arranged, sit and work together in one open room. This arrangement has then increased team work and transparency for citizens. Further, though there are problems witnessed the observation result also shows that the due to this arrangements and better office layout the customers were served at one spot without going here and there to look for responsible body opposed to the situation before BPR introduction.

4.1.12 Furthermore, efforts have been made to know whether there is process cycle reduction or not. Accordingly, majority of respondents' accounts to 89.3 percent bear witness that there is process cycle reduction in the service delivery due to BPR implementation.

- 4.1.13 Although, the study reflected that the promptness of the Bureau in meeting customers/citizens needs rated medium by respondents' accounts to 25(44.64 percent).
- 4.1.14 Respondents' accounts to 85.8 percent express positive impression that there is customers/citizens satisfaction increase as result of implementing the redesigned processes of BPR. Despite the fact that there could be customer satisfaction here it is highly recommendable that a lot have to be done since these reflection is only the result obtained when compared to the past times/ before BPR implementation.

Nevertheless, the above observed achievements are not without challenge. To this end, major challenges that could adversely affect the effective implementation of BPR are identified by this study as follows.

- 4.1.15 Accordingly, the study revealed that a great deal majority about 83.9 percent of respondents have witnessed that there is lack of commitment, visionary leadership and weak support demonstrated by Bureau. In addition to these, the interview result also attests to this reality in that top managements do not have actual commitment and vision for change. Besides, these have created an apprehension and fear in the minds of performers that BPR implementation could not be realized.
- 4.1.16 The other issue observed by this study is concerned with understanding about BPR by top management's and process owner to give supports to performers is adequate or not. Thus, the study revealed that about 66 percent of respondents reach consensus that there is no adequate understanding (conceptual and technical) in this respect. This due study shows that top managers and process owners were not equipped with necessary training since the appointment is deliberate and on political proximity. Thus they are busy with doing their political delegation activities than focusing on striving to know deeply the processes and ultimately provide the required support with full understanding. Worst of all, the key official informants and observation have revealed that the so called process owners are not empowered in the bureau. So there is some times manifestation of dealing business as usual.
- 4.1.17 At the above discussed point juncture it is not surprising that those performers respondents were asked to confirm whether there are confusions created by top management to identify BPR as management tool rather than political tool. Hence, the study identified about 75.2 percent of respondents proclaimed that there exist problems in this regard. In light of this, key official informants also reflected the same thing in that since the top managers have dual responsibility they are characterized by confusing and inconsistent and sometimes overlapping activities application of the intended reform. On

the top of this some top managers use BPR simply for strengthening their power base. Thus there is an allegation that BPR concept has been inclined by far and large as political machinery.

- 4.1.18 Similarly, the study reflected about 60.7 percent of respondents confirmed that there is a challenge due to fear of top management to support the new values and beliefs required by the redesigned processes of BPR because of technical and political reasons. Key official informants study result attest to this reality in that though in theoretical frame work top managers including process owners have to strictly work on BPR implementation, what is on plane ground is found to be the reverse. Thus, since prime consideration is given to political matters coupled with ever changing assignments leads to erode their adherence to the principle of BPR. Besides, the study revealed that since there are no incentives they suffer from lack of necessary confidence to keep continue the BPR implementation to bring change.
- 4.1.19 Furthermore, the study revealed that total involvements of top management are very minimal showing that a significant number about 78.5 percent of respondents asserted the existence of challenge in this respect.
- 4.1.20 With regards to organizational related challenges the study revealed that creating organizational culture (value and belief) for the change still remains unsolved. Thus, as can be shown in the table, majority of respondents' counts to 75 percent have attested to this reality. In addition to this, key official respondents were also stressed this issue that since there are no incentives put in place it is not possible to easily create the necessary values and beliefs to make full the BPR diamond full. Thus, it is found that this is the most unfulfilled and challenging aspect that they are facing.
- 4.1.21 Besides, the study reflected that there is employee resistance due to change to job displacement and lack of incentive packages though there were no job losses while restructuring and placement. Hence, majority respondents' accounts to 78.5 percent proclaimed the presence of this particular situation. Besides this, researcher keen observation shows that many performers have reflection of avoiding adapting to BPR while doing their works. Moreover, the study revealed that performers simply feel to have accepted BPR implementation when they are asked but in practice they have a tremendous resistance to BPR.
- 4.1.22 In spite of the fact that there is a human resource management policy on the blue print, respondents' accounts to 71.4 percent confirmed that there is lack of proper implementation. In addition to this, respondents about 78.6 percent expressed that there is no/little effort done so far with regard to installing and implementing management

systems (e.g., incentive, measurement) to cultivate the required values of redesigned processes while this issue observed greatly obstructing the BPR implementation. Thus, though there could be some starts about HRM on the paper recently as informed by key officials from the study bureau, this study verified that on the practical plane performers are treated largely in mechanistic terms whereby they are in a position to obtain what human resource management policy dictates. This could be due to significant delays in developing job evaluation and grading; and a performance appraisal system disappointed make slow the move. Further this notion makes HRM merely an ordinary pen pushing administrative work

- 4.1.23 The study revealed also that there is problem of retaining skilled employees in the Bureau. Accordingly, the majority of respondents' accounts to 33(59 percent) responses attest to this fact.
- 4.1.24 The study revealed that there was lack of organizational readiness to change prior to BPR project start. Thus, respondents' accounts to 57.2 percent witnessed it.
- 4.1.25 .As can be seen from the Table 3.7 respondents accounts to 58.9 percent admit that there exist difficulty to break still rigidity, problem of clear jobs definition, and responsibility allocation. In some instances it is also seen that there are problems in this respect as mentioned in the data description part of this study.
- 4.1.26 The study revealed that respondents' accounts to 51.7 percent confirm that employees and customers/citizens were not openly and actively involved and consulted at all stages of BPR implementation.
- 4.1.27 According to this study about 58.9 percent of respondents declared that there exists ineffectiveness in redesigned processes due to merging and remerging of Bureaus. In light of this the observations of the researcher also attest to these facts.
- 4.1.28 It is recognized that training and far beyond education are perhaps the most widely used intervention area of BPR for it has impact on the success of its implementation. However, about 67.9percent of respondents argued that there is challenge in this respect. Moreover, the study shows that most training are not focused on BPR, there is also problem of undermining the contribution of training, problem of need based training and taking feedback are worth to mention as major challenges.
- 4.1.29 With regards to IT facility respondents about 62.5 percent agreed that the existing IT facility is satisfactory. However, the study findings reflect that respondents' accounts to 67.9 percent and 59.1 affirmed that there is problem of training provision of performers and know how deficiency respectively.

4.1.30 On the other hand, the study shows that respondents 71.4 percent confirmed that there is weak pace of coordination, communication and integration within the Bureau which impeded BPR implementation. Besides this, the study revealed that majority respondents' accounts to 64.3percent expressed that there is difficulty in validating the performance result of BPR by the Bureau. To this end, key informant respondents findings also reflect the same reality. Furthermore, the study findings reflect that respondents about 59 percent expressed that there is lack of implementation capacity due to the constraints of finance and skilled manpower and logistics to provide necessary and continuous support.

4.2 Conclusions

The impetus for reforming the public sector through inducing BPR is based on several stimuli. The pressure exerted from external environment coupled with in efficiencies and ineffectiveness in terms of public service delivery, out dated working processes and procedures, redundancy, poor working condition, etc has added a momentum to the BPR revolution in the region through cause of this particular bureau. To this end, it is evident that at the beginning the Bureau was very ambitious to see radical, fundamental and dramatic change by implementing BPR initiative reform within as well as across other sectors of the region. Thus, it has been demonstrated in the study that Oromia Civil Service and Good Governance Bureau has endorsed major effort to implement the BPR and be implemented in the other sectors of the region.

To this end, the study tends to find that initially before introduction and implementation of BPR; services were offered without specific clarity on customers need. But, today as a result of this reform tool many more bureaucratic tendencies were minimized somehow and issue of flexibility, responsiveness, and accountability to provide socio-economic services have been obtained better attention. Besides this, the positive impressions indicated in the study are evident that service delivery is observably improved in terms of reducing the cycle time of process and delivering speedy services to customers/citizens.

Moreover, carrying out this exercise has enabled the bureau to redesign the work process and adopt new working systems that enabled it to accomplish tasks within hours and minutes that used to take years, months and days though many feel that the BPR is too slow to achieve what is intended. The study again reveals that, the BPR implementation has contributed much in performers to finish their job as per the set schedule as well as bureaus to promptly serve citizens though considerable gaps are still there. Despite these encouraging efforts in the implementation of BPR, the following multifaceted challenges were evidenced from the study findings:

These include:

- 4.2.1 Lack of commitment, visionary leadership and weak support demonstrated by Bureau as well as other sectors of Oromia.
- 4.2.2 Problem of in adequate understanding about BPR by top management's and process owner to give supports to performers.
- 4.2.3 Confusions created by top management to identify BPR as management tool rather than political tool.
- 4.2.4 Lack of total involvements of top management
- 4.2.5 Problem of fear of top management to support the new values and beliefs required by the redesigned processes of BPR because of technical and political reasons.
- 4.2.6 Problem of creating organizational culture and value for the change
- 4.2.7 Employee resistance due to change to job displacement and lack of incentive packages
- 4.2.8 Lack of properly implementing human resource management policy and absence of proper management systems.
- 4.2.9 Lack of mechanism to retain skilled employees
- 4.2.10 Lack of organizational readiness to change prior to BPR project start.
- 4.2.11 Difficulty to break still rigid hierarchical structures, clear jobs definition, and responsibility allocation.
- 4.2.12 Ineffectiveness in implementing the redesigned processes due to merging and reemerging of Bureaus.
- 4.2.13 In adequate and discontinuous monitoring and evaluation of BPR.
- 4.2.14 Problem of delivering continuous training and far beyond education to performers.
- 4.2.15 weak pace of coordination, communication with plan, and integration within the Bureau as well as between/among other Bureaus
- 4.2.16 Problem of IT training provision and deficiency of know how in utilizing it.
- 4.2.17 Difficulty in validating the performance result of BPR between and/or among sectors of Oromia etc were the major challenges identified by this particular study.

4.3 Recommendations

The improvements of BPR achieved so far should be protected and sustained. Equally, however, the practical challenges demonstrated by the study should get attention and be resolved. Indeed, based on the findings and conclusions reached, and challenges witnessed by the respondents as well as researcher personal observation, the following recommendations are suggested.

- 4.3.1 To begin with, the degree of top management support in the BPR implementation is very critical. This is where demonstrable commitment and conviction developed with the sense of ownership for the effort of BPR implementation success to prevail beyond just lending verbal support. However, as described in the analysis part top managers are not sufficiently committed and held accountable for what they say and supposed to do. Concretely speaking, when top management interest falter because of lack of commitment, lack of common vision and understanding as well as lack of involvement and support it will have a serious impact on realization of BPR result. For this reason, top managers have to be fully committed and take responsibility for their action to prove the success of BPR implementation. Above all, they should provide visible supports to their performers and create climate of excellence by walking the talk.
- 4.3.2 The emphasis should be given to harness the knowledge, skills, abilities, and attitudes that will let excel the understanding of top managers as they are shapers of BPR implementation activities. This is because if the bureau is one that must change from traditional, bureaucratic to a modern customer service driven organization, then the building block is to create proper understanding through training and best experience sharing in order to have a meaningful BPR. Therefore, top management should have knowledge and curiosity about BPR implementation and make important decisions with full understanding.
- 4.3.3 It is important to stress here that on the top of aforementioned issues the extent of top management and performers attitudes on BPR towards political inclination can yield negative consequences to the success of BPR implementation. Even worst, performers have doubt about implementation of BPR and possibility that it may be meant to change the organizations. Thus, top management needs to dedicate time to involve carrying out the BPR activities not in terms of political tool but rather moving beyond daily political operation and be able to understand it as a management tool. Above all, they need to have deep exposure on to the conceptual and technical issues of BPR indoctrination as a management tool rather than political tool in order to eliminate confusions.

- 4.3.4 Moreover, the study revealed that the effort of BPR implementation is reverting back due to the lack of total involvement of top managers. There is wide spread view that top managers are simply pretending, but not doing proper work. Therefore, top management should give adequate attention and have sense of ownership for the implementation of BPR to bring success and avoid the ever growing critics in this respect.
- 4.3.5 The other fact revealed by this study is that top managers are expected to meet the need of political assignment requirements and devote most of their time and energy by attending several intensive meeting towards this endeavour. Due to these facts, they have fear of “*gimgamas*” (political evaluation). Therefore, to solve these challenge top managers should be given clear pinpoint responsibility either to fully engage in dealing with daily BPR implementation or work thoroughly political duties.
- 4.3.6 The other challenge of the bureau is related with problem of installing necessary cultures (values and belief) as per BPR principle. Nevertheless, culture plays a pivotal role for coordination, effective involvement and utilization of performers’ ideas, avoiding stress and reducing resistance to change throughout the course of BPR implementation. Unless the values of people in the organization changes, new processes, no matter how well designed, will never work. Value and belief is realized only through the sustained collective actions of performers who are responsible for designing, executing and living the overall BPR implementation. Therefore, the bureau should break away from the old ways of dealing with business by giving credibility to team empowerment, motivation, role model to realize the value and belief through reinforcement of a reward.
- 4.3.7 The other challenge manifested with the bureau is resistance. Of course resistance is often related with the mind set of performers. Besides, it takes quite a long time, quite many forms, and can hinder the pace of changes emanating from BPR as well as the outcomes at the end if not treated well in time. Therefore, the bureau should solve this by dealing effectively with introduction of proper placement, incentive packages, reward systems and pay, communication, empowerment, training and education, creating a culture for change, and stimulating receptivity of the bureau itself to change into the working practice.
- 4.3.8 Reengineered public organizations are expected to add value to the success of the organization through proper implementation of human resource policy. This is due to the fact that human resource is the real driver of the BPR initiative and every sector must ensure this scarce resource is aligned with the BPR strategy. This will happen if and only if people’s management of the bureau has become integrated with human resource management policy and strategic one starting from human resource planning to its

performance appraisal. In addition, the bureaus' management systems (pay and incentives) have to be adhered to the new paradigm as mere process redesigning can't take anywhere. Above all, it is important to stress here that the bureau should strive and work in collaboration with concerned bodies to address the ongoing questions of incentive packages with in short period of time.

- 4.3.9 It is generally recognized that no reengineering effort will succeed without first inducing necessary mechanism for retaining the people (soft part) who will ultimately work with the new process. This is due to the fact that the retaining mechanism system installed would probably have viable far reaching effect on their performance too. Under such condition, talented and marketable employees possessing critically needed skills are forced to out flow to other sectors in search of better pay and incentives. Then, the whole move towards bringing paradigm shift effort can be reversed in the due course of implementing BPR reform. Above all, high labour turn over would affect the bureaus' capacity in rendering services. Therefore, the bureau should employ better pay schemes, reward and remuneration, balanced workloads, and career opportunities (education, trainings etc).
- 4.3.10 More importantly, the only way to load up the change hit in your favour is to perform a comprehensive assessment a head of BPR implementation. This could help to know opinion and perceptions held at all levels of the organization and take appropriate action based on what you find. Indeed, it is the researchers' believe that being proactive is always a positive trait and absolutely crucial here. Therefore, the bureau should make reassessment to find the gaps to lend the necessary support to any endeavour that lacks necessary understanding.
- 4.3.11 More importantly, radical re-engineering offers the opportunity to forget the past traditional hierarchy and dismiss any red tape for dealing with its newly designed processes. However, the study revealed that there is a great deal of problem in this respect. Unclear task division between or among performers. Therefore, the bureau should break rigid hierarchical structures and provide clear jobs definition as well as responsibility allocation through re-calibration of the previously studied processes.
- 4.3.12 It is evident from the historical development of the bureau itself that the bureau has gone through different organization and reorganization. In similar fashion, there is a great deal of ineffectiveness in implementing the redesigned processes due to merging and remerging of Bureaus. This has two problems. The first thing is it creates problems in integrating the flow of the process and keeping proper interfaces. The second problem is it creates inconsistency for implementing the already studied process thus interruptions

would be created. Above all, the focus should not be merging the organization but rather the processes. Thus, the bureaus should stand and think before taking such actions which could result in loss of focus, energy, time and cost expertise knowledge and scepticism here and there.

- 4.3.13 Moreover, ensuring that redesigned processes are operationalized requires ongoing monitoring and evaluation. And there are limitations in this respect. In line with what has been done, they simply focused on hard parts of reengineering while the most important focus should be on soft part of reengineering that is human aspect. Thus, the bureau and other sectors should make adequate and continuous monitoring as is necessary to ensure that BPR is implemented in all areas. It is also important to identify benchmarks and best practices to gauge how successful the organizations are in implementing the BPR reform. Similarly, the bureau should do consistent evaluation of BPR implementation to ensure that the redesigned processes are achieving their intended objectives thereby to address the problems encountered in a very comprehensive manner very soon. Above all, it serves as a guide post to provide feedback or take corrective actions.
- 4.3.14 Furthermore, overwhelming majority described there is problem of training and education. Thus, the bureau should provide both on job and off job trainings continually in order to enhance the awareness of performers.
- 4.3.15 The bureau has inculcated a sweeping change program of BPR that will ultimately impact every organization in the region. But the findings of this paper attest that there is a challenge to make the necessary effort towards coordination, communication with proper plan and integration to share experiences and reach the intended objectives. Therefore, every government sector in the region should hold a sense of responsibility to work in collaboration with the bureau as well as disseminate the same effort towards their respective sectors across the region. The bureau should also do continuous effort with regards to issue to tackle major risks of failure that could inhibit implementations and meet the future expectations.
- 4.3.16 Besides every government sector in the region including the bureau should empower citizens through total engagement in the affairs of BPR implementation as they are end users as well as payers of the civil servant. To this end, they should work closely with citizens to offer excellent services that encompass a unique range of a superior service in the sense to make sure that they get the benefit from the services rendered and ultimately prove the demand side pressures there by exclusively address the question why the BPR implementation is found to be necessary after all.

- 4.3.17 The provision of IT infrastructure facility along with necessary training is essential in all setting. However, the efforts exerted towards these concerns are very minimal. Therefore, they have to do three things. The first and most important thing is the bureau and/Oromia ICT Agency should closely work in collaboration with Ethio-Telecom and Ministry of Information Communication and Technology with regards to infrastructure facility that might be beyond their capacity. Secondly, they have to strive and thrive continually to fill the gap of performers know how deficiency by providing intensive, consistent and update training on IT. Thirdly, they should make an alignment with Higher Learning Institutions and work jointly.
- 4.3.18 The study findings demonstrate that there is a difficulty in validating the performance result of BPR implementation. There is also lack of clear articulation of the criteria for performance evaluation. This produces a vicious circle of poor performance and mistrust. Therefore, the bureau have to create precise and consolidated commonly agreed institutional wide performance evaluation mechanism/criteria by involving every concerned body that has influence on their day to day actions directly or indirectly.

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Annex A

Questionnaire Survey

The study is entitled “Assessment of the challenges and Achievements of Business Process Reengineering (BPR) Implementation in Oromia Civil Service and Good Governance Bureau”. The researcher is Hassen Bekeli, who is currently postgraduate student at Addis Ababa University, School of Business and Public Administration, in the department of Public Management and Policy, with specialization in Development Management, Addis Ababa, Ethiopia.

The objective of the study is to identify major challenges that impeded the implementation of BPR in Oromia Civil Service and Good Governance Bureau” and to appreciate significant achievements brought due to BPR. To carry out this study, sample of employees (performers) of the Bureau are selected randomly. Thus, dear respondents, the study needs your genuine participation to respond for the questionnaire and transparency as the results obtained from the questionnaire is central for the success of the study as well as very pertinent to better understand the topic under consideration while implementing BPR.

Notice

1. Any responses you provide will be analyzed anonymously in order to keep the information in a strict confidential manner.
2. No need to write your name.
3. Please tick “✓” in the box where necessary and you may choose more than one.
4. At the end of the study, the summary of findings will be forwarded if you wish to have it through your E- mail address.

Thank you in advance

Hassen Bekeli

Mobile: (+251) 913 16-25-64

E-mail: hassuka@yahoo.com

Part 1: Respondent's profile (please tick the box that best describes your response)

1. Your Sex
 - Male
 - Female
2. Your Age
 - 20-30 41-50
 - 31-40 Above 50
3. Which of the following best describes your current educational level?
 - Diploma or certificate
 - Bachelor (BA/Bsc) holder
 - MA/Msc
 - PhD or above
4. How long has it been since you joined the Bureau?
 - 1-3 years
 - 4-7 years
 - 8-11
 - 12-15
5. What is your current position at the Bureau?
 - Performer
 - Team Leader
 - Process Owner
 - Bureau Head
6. What is your salary scale range in Birr?
 - Below 650 2451-3400
 - 650-1500 3401-4351
 - 1501-2450 Above 4352

Part 2: BPR implementation at the Bureau (please tick the box that best describes your response)

7. Do you think that your bureau processes are well identified and defined?
 - Yes
 - No
 - I do not know
8. . If your answer for question number **seven (7)** is **“No or I do not know”** please specify the reason.

9. Does your bureau have yearly plan in light of BPR implementation?
 - Yes
 - No
 - I do not know

10 Does your bureau cross checked activities planned are properly implemented across its branches and within the bureau?

- Yes
- No
- I do not know

11. If your answer for question number 10 above is **“No or I do not know”** please specify the reason.

12. Are there periodic discussions on BPR implementation activities within and across agencies of Oromia?

- Yes
- No
- I do not know

13. If your answer for question number 12 above is **“No or I do not know”** please specify the reason.

In your opinion, to what extent the redesigned processes of the bureau have been implemented?

- | | |
|----------------------------------|-----------------------------------|
| <input type="checkbox"/> 0 -15% | <input type="checkbox"/> 16- 30% |
| <input type="checkbox"/> 31- 45% | <input type="checkbox"/> 46- 60% |
| <input type="checkbox"/> 61- 85% | <input type="checkbox"/> 86- 100% |

14. How do you rate the availability and continuity of monitoring and evaluating BPR implementation within the bureau as well as other sectors of Oromia?

- Very good
- Good
- Fair
- Poor
- Very poor

Part 3: Achievements to date

15. How do you rate the quality of service rendered in terms of efficiency, effectiveness, transparency and openness after BPR implementation within the Bureau as well as across other agencies of Oromia?

- Very Good
- Good
- Fair
- Poor
- Very poor

16. How often do you finish your job as per the schedule set by BPR study?
- Very often
 - Often
 - Sometimes
 - Rarely
 - Not at all
17. How do you rate the effectiveness of the service delivered by the Bureau?
- Highly satisfactory
 - Satisfactory
 - Indifferent
 - Dissatisfactory
 - Highly dissatisfactory
18. How prompt is the Bureau in meeting customer/citizen/ needs?
- Very fast
 - Fast
 - Medium
 - Slow
 - Very slow
19. How do you rate the BPR in performer's promptness in completing their assigned pin point responsibilities and result in one stop shopping?
- Excellent
 - Very Good
 - Good
 - Satisfactory
 - Poor
20. There is great deal of process cycle time reduction brought as a result of implementing the BPR.
- Strongly Agree
 - Agree
 - Neural
 - Disagree
 - Strongly Disagree
21. Increased customers' satisfaction has been registered as a result of implementing the redesigned processes of BPR implementation:
- Strongly Agree
 - Agree
 - Neural
 - Disagree
 - Strongly Disagree

Part 4: BPR Implementation Challenges

Section A: Challenges Related With Top Management and Leadership

22. . Challenges to implement BPR caused by lack of commitment, visionary leadership and weak support demonstrated by Bureau as well as other concerned agencies management:
- Strongly Agree
 - Agree
 - Neutral
 - Disagree
 - Strongly Disagree
23. Inadequate understanding about BPR by Top management's and process owner to give supports to performers.
- Strongly Agree
 - Agree
 - Neutral
 - Disagree
 - Strongly Disagree
24. Top managers' fear to support the new values and beliefs required by the redesigned processes of BPR because of technical and political reasons:
- Strongly Agree
 - Agree
 - Neutral
 - Disagree
 - Strongly Disagree
25. Lack of total involvements of top management who have real power to bring change and become change agent.
- Strongly Agree
 - Agree
 - Neutral
 - Disagree
 - Strongly Disagree
26. The confusions created by top management to identify BPR as management tool rather than political tool.
- Strongly Agree
 - Agree
 - Neutral
 - Disagree
 - Strongly Disagree

Section B. Change Management Related Challenges

27. Lack of creating organizational culture and values for change:
- Strongly Agree
 - Agree
 - Neutral
 - Disagree Strongly Disagree

28. Employees' resistance to change due to job displacement and lack of incentives packagers:

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

29. Lack of necessary changes in human resource policies of the Bureau for BPR. implementation:

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

30. Absence of management systems (e.g., incentive, training and education) to cultivate the required values of redesigned processes:

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

31. Does the Bureau have mechanism to retain its skilled employees?

- Yes
- No
- I do not know

32. If you answer is "yes" for question No.32 please specify the reason.

Section C: Organizational Related Challenges

33. Lack of organizational readiness to change prior to BPR project start:

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

34. Difficulty to break still rigid hierarchical structures, jobs definition, and responsibility allocation:

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

35. BPR project initiatives of the Bureau not caused by the felt needs of other Bureaus and other Agencies of Oromia.

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

36. Existing poor coordination and communication of the Bureau impeded BPR implementation:

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

Section D: BPR Science Related Challenges

37. Employees and customers/citizens not openly and actively involved and consulted at all stages of BPR implementation:

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

38. Processes are ineffectively redesigned due to merging and remerging of Bureaus:

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

39. Insufficient trainings and absence of common understanding in implementing BPR:

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

Section E: Information Technology (IT) Related Challenges

40. How do you rate the extent of IT facility utilization (infrastructures) by the Bureau?

- Highly satisfactory
- Satisfactory
- Highly dissatisfactory
- Indifferent
- Dissatisfactory

41. Problems related to training provision about IT use in the redesigned processes:

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

42. performers' know-ho deficiency about the use of IT in the redesigned processes impeded BPR implementation:

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

Section F: Coordination, Communication, and Capacity Related Challenges

43. Weak pace of coordination, communication and integration in implementing BPR between the Bureau and other Oromia Bureaus as well as agencies.

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

44. Difficulty of validating the performance of BPR between the Bureau and other Oromia Bureaus as well as agencies.

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

45. Lack of implementation capacity due to the constraints of finance and skilled manpower.

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

46. The general perception of BPR cannot be applied in case of Ethiopian Public organizations:

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

Annex B
Interview Questions for Key Official Informants

1. Would you please explain how the Bureau involved itself in BPR study and reasons why?
2. Did the Bureau provided trainings and education on BPR implementation to performers so far and how frequently it has been conducted?
3. Does your Bureau under took continuous monitoring and evaluation? If so what were the outcomes registered and gaps identified?
4. Would you please mention major achievements gained to date as a result of BPR implementation within the Bureaus as well as across other sectors which your Bureau supervises?
5. Are there proper implementations of human resource management policies particularly providing incentives to employees? If no what do you think the reason behind?
6. Are there coordination, communication along with proper plan and integration of BPR Implementation between or among Oromia regional Bureaus? If so, how do you see its extent?
7. How do you explain the extent of IT infrastructure investment and training provision?
8. Would you please provide details on which and why BPR implementation is challenged?
9. What solutions would you suggest for the challenges encountered?
10. How do you observe the overall effort of BPR implementation by the Oromia Civil Service and Good Governance Bureau?

Annex C

Firii Madaallii Hojiirra Olmaa Meeshaalee Rifoormii Manneen Hojii Sadarkaa Naannoo

(The Performance Result Obtained By the Regional Sectors in Implementing Reform Tools)
Assessment Conducted By Oromia Civil Service and Good Governance Bureau on February, 2012.

S.no	Maqaa Biiroolee	Qabxii SMBKT (BSC)	QabxiiJBAH (BPR)	Ida'ama (Total)	Sadarkaa (Grade/Rank)
1	Biiroo Industry Fi Misooma Magaalaa	48	25.5	73.25	C
2	Koomishinii Investimantii	25.5	22	47.5	C
3	Ejansii Dhimma Hojjata Fi Hawaasummaa	51	25.5	76.5	B
4	Ejansii Geejjibaa	18	23	41	C
5	Ejansii Misooma IMX	42.5	30	72.5	C
6	Institutii Plaanii Magaalaa	43	29	72	C
7	Koomishiinii BLTO	43	23	66	C
8	Biiroo Barnootaa	40.5	35.5	76	B
9	Biiroo Galiwwanii	56	38	94	A
10	Biiroo Eegumasa Fayyaa	34	28	62	C
11	Biiroo Daldalaa Fi Misooma Gabaa	40	27	67	C
12	A/T Daandiiwwanii	43	19	62	C
13	Biiroo Bishaanii, Albudaa Fi Inarjii	34	12.5	46.5	C
14	Biiroo Aadaa Fi Turizimii	28.25	16	44.25	C
15	Biiroo Haqaa	50	39	89	B
16	Biiroo Dhimmoota Kominikeeshinii Mootummaa	40.5	25.5	66	C
17	Biiroo MMD	24	24	48	C
18	Wajjira Prezidantii	50	22.5	72.5	C
19	Ejansii Babaliana Waldoota Hojii Gamtaa	43	28	71	C
20	Biiroo Qonnaa	47.7	30.3	78	B
21	Komishinii Qophaina Fi Ittisa Balaa	34	18.5	52.5	C
22	Komishinii Naannoo Horsiisee Bulaa	33	20.5	53.5	C
23	Biiroo Lafaa Fi Eegumsa Naannoo	47	33.5	80.5	B
24	Ejansii Qabeenya Misooma Fi Eegumsa Fayya Beeyladaa	54.5	35	89.5	B
25	Komishinii Naamusaa Fi Farra Malaammaltummaa	49	36.25	85.25	B
26	Wajjira Caffee Fi Afyaaii	41.5	28	69.5	C
27	Biiroo Dhimma Dargaggoo Fi Ispoortii	51.5	32	83.5	B
28	Mana Hojii Oditii Olaanaa	18.45	20.5	38.92	C
29	Dhaabbata Bosonaa Fi Bineensota Bosonaa	45.5	27	72.5	C
30	Institutii Qorannoo Qonnaa	51	24.5	75.5	B
31	Mana Murtii Waliigalaa	43	27	70.5	C
32	Ilqiso	46	40	86	B
33	Biiroo Bulchiinsaa Fi Nageenyaa	44	20	64	C
34	Komishii Poolisii	54.5	33.5	88	B
35	Koomishinii Bulchiinsaa Manneen Sirressaa	59	39.5	98.5	A
36	Civil Service And Good Governance Bureau	33	15	48	C
37	Kpso	32.5	22.5	54.8	C
38	Ejansii Misooma TQO	45	25	70	C
39	Biiroo Dhimma Dubartoota Fi Daaimmanii	40	28	68	C
40	Dhaabbata Raadiyoo Fi Televiziyinii Oromiyaa	33	0	33	C
	Total	1666.85	1064.3	2731.15	
	Average	41.67	26.60	68.27	C

Performance level Grading System 90 >=A, 75-89 =B, 74<=C

Source: Study Bureau

DECLARATION

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

Declared by:

Name: Hassen Bekeli

Signature: _____

Date: _____

Confirmed by Advisor:

Name: Prof. Dr. CD Dash

Signature: _____

Date: _____

Place and Date of submission: Department of Public Administration and Management
Masters in Public Management and Policy, Addis Ababa
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