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**PUBLIC POLICY IMPLEMENTATION BARRIERS ON STREET-
LEVEL BUREAUCRATS: THE CASE OF YEKA SUB-CITY JOB
CREATION AND ENTERPRISE DEVELOPMENT BUREAU**

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Addis Ababa University
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This is to certify that the thesis prepared by Ermias Belayhun entitled “*Public Policy Implementation barriers on street-level bureaucrats: the case of Yeka Sub-City Job Creation and Enterprise Development Bureau*”, which is submitted in partial fulfillment of the requirements for the Degree of Masters in Public Management and Policy, complies with the regulations of the University and meets the accepted standards with respect to originality and quality.

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Declaration

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

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ABSTRACT

This thesis aims to analyze the effect of public policy implementation barriers on street level bureaucrats in the case of Yeka Sub City Job Creation and Enterprise Development Bureau. While most polices rely on street-level bureaucrats for their implementation, there is still a lack of empirical studies that provide an adequate understanding of how street bureaucrats can overcome the barriers (barrier from information gap, barrier from low motivation, barrier of bureaucratic procedure, and barrier of time constraints) associated with implementing policies. The research was conducted by using descriptive and explanatory research design, and concurrent nested mixed research approach. Both primary and secondary data source was used for this research. Questionnaires containing both closed and open-ended questions was distributed to selected employees. Descriptive and inferential analysis are employed to analyze the data. The results of the research show that street bureaucrats are more likely to respond to barriers by adopting a flexible role, which means, simplification of the policy implementation process, and further, are more influenced by time pressure than other forms of barriers. The finding of the study shows that time constraint, as a barrier, was found to provide the most influence on the behavior of street level bureaucrats. The researcher recommends that attention should be paid to the behavior of street bureaucrats on duties, in such a way as to ensure that the behavior they depict is those that will not compromise the policy in their care, to ensure more positive outcomes.

Key Words: *Street-Level Bureaucrats, Public Policy, Barriers, Yeka Sub City*

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List of Acronyms and Abbreviations

ACAO.....	Assistant Chief Administrative Officer
FeMSEDA.....	Federal Micro & Small Enterprise Development Agency (Ethiopia)
GTP.....	Ethiopia’s Growth and Transformation Plan
HICES.....	Ethiopian Household Income, Consumption and Expenditure Survey
MoFED.....	Ministry of Finance and Economic Development
MoFEC.....	Ministry of Finance and Economic Cooperation
MDGs.....	..Millennium Development Goals
MSE.....	Micro and Small Enterprise
PASDEP.....	Plan for Accelerated and Sustained Development to End Poverty
SLBs.....Street-Level Bureaucrats

CHAPTER ONE

INTRODUCTION

1.1. Background of the Study

Over the years the Ethiopian Government has invested huge funds, of about an average of 320 billion birr annually (MoFEC, 2018) to develop public policies to address many public issues, such as, the need to have alleviating poverty & reducing unemployment, to help out the sector to play its pivotal role as a base to medium and large scale industry in the society. Generally, the expected outcome of the public policies created by the Government is to, in the long-run, make positive changes to identified public problems. Such changes could either be to eliminate such a problem, or to manage it or to restructure its appearance to a more desirable one. For example, the Micro & Small Enterprise Development Program in Ethiopia meaningfully has been given due attention by the government since 2004/2005. Of course, in 1996/97 National Micro and Small Enterprise Strategy were developed by the government. However, the degree of recognition to the sector with regards to job creation and the alleviation of abject poverty among impoverished youth & women was not sufficient Legesse (2015).

Concerns remain, however, about how quickly and effective policies in Ethiopia are transformed into their desired outcomes. This is because policy implementation is a vital aspect of the policy process. It is at this point that the success of policy implementation and is linked to the expectation that policies passed are supposed to “produce outcomes or lead to improvements in citizens’ lives” (Brinkerhoff & Crosby, 2002).

The complexity of the policy implementation process has challenged researchers to develop theories or models that predict how and under what conditions policies are implemented (Sutton et al., 1999). One of such models is the “Street Level Bureaucrats model” developed by Lipsky (1980), wherein he explains that actors who work in bureaucracies where work is done more on the field have a role to play, they are not merely cogs in an automatic transfer of policy-making to outcome in practice. Due to constraints on their time, and bureaucratic procedures at the local level, Lipsky argues that street-level workers may exercise considerable flexibility in implementing instructions. Winter (2002:352)

provides technical insight into this approach, highlighting the „agency“ of individual actors (their knowledge and power), which enables them to act autonomously and mold outcomes.

However, and generally, studies in public policy implementation have indicated that policy implementation cannot occur without some form of barriers (barrier from information gap, barrier from level of motivation, barrier of bureaucratic procedure, and barrier of time constraints) or obstacles (Alesch and Petak, 2001:31; Olaoye, 2010:18; Sutton, 1999:26). These barriers mean that some form of distortion to the policy intent may occur when implementing a policy or that the policy outcome may take a longer time before they are achieved (Sutton, 1999:15). The nature of effect a barrier might have on a policy outcome, be it distortion or delay in outcome provision, depends on several complex factors such as the type and source of the barrier in question, the extent to which such a barrier is allowed to persist, and the method through which the policy is to be implemented (Alesch and Petak, 2001:34; Sutton, 1999:8).

Therefore, to improve understanding of public policy implementation barriers that emanates from the implementing actors, a study of policy that requires fieldwork in its implementation is necessary. Policies such as the Micro and Small Enterprise Development Program in which Yeka Sub-City Job Creation and Enterprise Development Bureau require the use of field workers to implement them. This makes the Yeka Sub-City Job Creation and Enterprise Development Bureau a good sector in Addis Ababa to study the interplay of barriers, which emanates from street-level workers, in the policy implementation process.

Hence, the main purpose of this study was to examine the Public Policy Implementation barriers on Street Level Bureaucrats: The Case of Yeka Sub-City Job Creation and Enterprise Development Bureau.

1.2. Statement of the Problem

Despite the enormous importance of the MSEs sector to the national economy with regards to job creation and the alleviation of abject poverty, the sector faces many constrains in most developing countries. There may be a variety of barriers to enterprise, depending on the industry sector, region, and type enterprise. Regulatory barriers, such us administrative barriers to entry, Cultural and social barriers, such as the fear of failure and a lack of entrepreneurial knowledge and skills and financial end economic barriers like insufficient access to capital or financing (Susana, 2004). In addition to this, unfavorable legal and regulatory environments and in some cases lack of access to markets, business

information, lack of business premises, low ability to acquire skills and managerial expertise, low access to appropriate technology and Poor access to quality business infrastructure are some of the challenges that MSEs might face (Lois and St-Onge, 2005).

In Ethiopia, MSE is one of the sectors given recognition in the country's industrial development plan and believed that it serves as a vehicle in reducing poverty and unemployment at the urban centers and as it reinforces the economic development. As specified in the Ethiopian government national plan, the industrial strategy has given outstanding focus to strengthen micro and small enterprise. This is because; it's believed that they are the foundation for the establishment and expansion of medium and large-scale industries; and open up opportunities for urban employment generation, expansion of urban development, and provide close support for further agricultural development (Growth and Transformatin Plan one (GTP I, 2010).

During the past five GTP implementation years (2010-2015), the expansion of investments by a micro and small enterprises as well as medium and large-scale industries has resulted in the creation of a significant number of job opportunities. In 2012/13 alone, micro and small-scale enterprises created employment opportunities to over 1.2 million individuals, (MOFED-GTP, report 2013).

This can also easily seen on the limited jobs available in the market compared to the population of an unemployed number of youth that joins the working age and the substantial controversy existing over the underlying growth assumptions, the job creation potential, and the net contribution of MSEs to national employment and urban poverty reduction (FeMSEDA, 2015). This is due to different institutional, policy, operational, and financial constraint factors existing from both sides, from government and MSE's owners. Some of these factors are institutional and policy constraints, lack of innovation and quality products, lack of use of appropriate technology, lack of access to finance and working premises are some of the issues to be blamed for the dearth of success (FeMSEDA, 2015).

However, there is little or lack of empirical data about the activities of street-level bureaucrats, that provide an adequate understanding of how to overcome the barriers (barrier from information gap, barrier from low motivation, barrier of bureaucratic procedure, and barrier of time constraints) associated with implementing policies (Spratt, 2009:162; Alesch and Petak, 2001:32; Matland, 1995:75; Sabatier, 1991). This lack of understanding has important implications for policies that rely on street-level bureaucrats for their implementation, such as The Job creation and Enterprise

Development Program seeking to reduce the burden of unemployment problems (job creation, alleviation of abject poverty, etc.) to reduce the burden of the cases of adverse effects caused by executing of poor access to service for the public.

For Example, the 2004/05 Ethiopian Household income and consumption survey (HICES) indicated that urban poverty incidence has increased from about 33% in 1995/96 to about 35.1% in 2004/05 and at present time the urban unemployment rate reached about 25% of the employable population (Tegegne & Meheret, 2010). The same research by Tegegne and Meheret indicated that MSEs in Ethiopia despite their potential contribution to poverty reduction and employment creation, the government until very recently, had not extended adequate support to the development of the sector. Also, other studies conducted by Legesse (2015) and Belachew (2010) revealed the problems related to organizational capacity, structural influence and bureaucratic issues are apparent which directly or indirectly influence/shapes the behaviors and the output of the street-level bureaucrats in the implementation of the policy. These cases and more could be reduced, if an adequate understanding of how to overcome the barriers associated with implementing policies as carried out by street-level bureaucrats is gained.

Therefore, to gain some level of understanding, we would analyze the activities of street-level policy actors to describe how they act to overcome barriers that affect policy implementation, drawing experiences from Yeka Sub-City Job Creation and Enterprise Development Bureau.

1.3. Research Questions

Based on the statement of the following basic research questions were formulated.

- What could be those barriers which affect policy implementation by street level bureaucrats?
- What could be the roles of street level bureaucrats to overcome barriers of policy implementation by?
- Which of the barriers were the most determinnat in affecting policy implementation by street level bureaucrats?

1.4. Objectives of the study

1.4.1. General objectives of the study

The general objective of the study is to examine the Public Policy Implementation barriers on Street Level Bureaucrats: The Case of Yeka Sub-City Job Creation and Enterprise Development Bureau.

1.4.2. Specific objectives

In line with the general objective highlighted above, the study aims at achieving the following specific research objectives.

- To analyze how the barriers which affect policy implementation by street level bureaucrats.
- To determine the roles of street level bureaucrats to overcome barriers of policy implementation.
- To examine how barriers were the most determinnat in affecting policy implementation by street level bureaucrats.

1.5. Research Hypothesis

In order to get insight in to this main objective, the researcher analyzes the following hypothesis:

The coping mechanism which the speculation spoke of, involves behaviors like “routinization and simplification” (Lipsky, 1980). This means, in keeping with Lipsky, that street-level bureaucrats, in adopting and dealing with such mechanisms, diversions to the policy which they’re implementing will begin to occur. during this study equate the utilization of such mechanisms to being flexible when winding up their duties. By being flexible, street bureaucrats are considered to create compromises, which could hamper the achievements of the policy objectives.

H_{a1}: Street level-bureaucrats will preferentially choose a flexible role than a strict role when faced with barriers during policy implementation.

Problems in implementation and enforcement are caused by the poor understanding of state officials of the relevant technical a part of their jobs (Young, 2010:25). This poor understanding stems from the unavailability of knowledge to create accurate judgments (Blandford, 2007:19) and therefore the inability of the officials to interpret the knowledge when available (Spratt, 2009:21). during this way

information becomes a barrier to policy implementation, and making efforts to enhance access to information would cause improved policy implementation (Sonneveldt, Shaver, & Bhuyan, 2008:53).

H_{a2}: The barrier of the information gap has more significant effect on street-level bureaucrats during policy implementation than other barriers.

1.6. Significance of the study

Studying the implementation of the policy in Ethiopia has been an expedition of many researchers, largely with a focus on the outcome of the public policy to service users. However, little emphasis has been placed on the street-level bureaucrats who directly are involved with preparing and executed the public policy in the course of implementing the policy. Micro and small enterprises are the lifeblood of most economies. The study is thus significant in the quest to fill a gap and highlight an essential part of the literature that is mostly overlooked by policy implementers and researchers respectively. The findings of this study useful to the government; to assist in policy formulation and development for a framework for better policy implementation. Moreover, the findings of this study will help the policymakers and job creation and enterprises concerning public policy implementation on street-level bureaucrats. Finally, this research is also expected to add to the existing literature on the effect of public policy implementation on street-level bureaucrats. Furthermore, it may also help other researchers as a source of reference for those who want to make further study on the area.

1.7. Scope of the Study

The study was limited in its scope due to the following reasons, to more thoroughly understand the role of the street-level bureaucrats in explaining policy implementation we must examine data at the individual level (Keiser, 2010). Therefore the study was limited in scope to examine the factors that influenced public policy implementation on street-level bureaucrats in their services of providing access particularly in Yeka Sub-City Job Creation and Enterprise Development Bureau. The study will be limited to examination of how the street-level bureaucrats define their roles in policy implementation when faced with barriers, the type of barrier provides the most influence on street-level bureaucrats during policy implementation and how the street-level bureaucrats overcome the barriers to policy implementation. To get an accurate picture of the public policy implementation on street-level bureaucrats, due to these two reasons this study selected the officers found in Yeka Sub-

City Job Creation and Enterprise Bureau. A mixed research approach and descriptive research design used to answer the research questions. The issues of time and finance and accessibility also influenced the scope of the study.

1.8. Limitations of the Study

In carrying out the study encountered some challenges that provided limitations to this study. These limitations are:

Access: Upon data collection our access to documents at yeka sub city job creation and enterprise development bureau was limited. Also, some of the staff were absent because of the pandemic corona virus (Covid 19).

Lack of Available Data: Some of the secondary data which would have enabled us to make further analysis, and perhaps shape our findings were not available. The collection of relevant documentary sources was also a limitation to the study. There were not enough documents available at the research sites.

1.9. Definition of Terms

Street-Level Bureaucrats: are “public service workers who interact directly with citizens in the course of their jobs, and who have substantial discretion in the execution of their work” (Lipsky 1980).

Policy Implementation: what happens between the establishment of an apparent intention on the part of the government to do something, or to stop doing something, and the ultimate impact in the world of action O’Toole, (2000). All field actions related to carrying out of duties towards the achievement of the objectives of a policy, which could be

- Through creating job opportunity, bringing equal development, improving income of the society and poverty reduction
- Enabling the sector competent, facilitate economic growth and lays foundation for industry development.
- Expanding the sector’s development in urban by creating developmental investors.

1.10. Organization of the Study

The study has been organized into five main chapters. A brief overview on the respective chapters are as follows:

Chapter one provides the overall view of the whole research. It highlights the background, problem statement, research questions, objectives, scope, significance and limitation of the research.

Chapter two covers the literature in the areas of theoretical and conceptual framework on which the study is based. It briefly looks at different approaches to policy implementation, and then reviewed literatures on the importance of street-level bureaucrats in policy implementation. This chapter will end with identifying the gaps that this research seeks to fill.

The third chapter is dedicated to the methods and methodologies of the research; research design, sample size and sample size determination, types and methods of data collection, data gathering instruments, data analysis techniques and presentation modalities in brief.

The fourth chapter is concerned with analysis, presentation and interpretation of research results. This chapter mainly deals with what the processed information the researcher gathered through stringent adherent to the research methodologies as outlined in the third chapter represents.

Finally, the last and fifth chapter provides an in-depth discussion of the results as presented in the preceding chapter by putting the research objective and topic into spotlight. It offered an overall review of what the research has achieved and what drawbacks had taken surface. These sections of the study linked the results of the research with the preceding chapters to see whether the study has met its target or has fallen short of the targets. Recommendation and conclusion are incorporated as part of this chapter.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

2.1. Introduction

The main objective of this chapter is to review the theoretical and empirical literature within the area of public policy implementation on street-level bureaucrats. This review of the literature establishes the framework which is background for this study and highlights the apparent strengths and weaknesses of the previous studies, which successively helps to spot the gap within the literature and formulating of research question in relevance the study.

2.2. Theoretical Review

2.2.1. Concepts of Street-Level Bureaucrats

Some scholars have argued that, “street-level bureaucrats are responsible for translating clients into bureaucratically defined categories in order to provide services, treatment and order forms of assistance. Accordingly, street-level bureaucrats are often imbued with high level of discretion despite their low rank” (Scott, 1997, p. 37). In this regard, street-level bureaucrats are perceived to have a lot of information and experience on how services are delivered to citizens, and their functioning in society therefore influence people’s lives socially and politically. Street-level bureaucrats have also been perceived as low-level government employees who implement policies on behalf of government. Hupe and Buffat (2014, p. 550-551) provide a vivid explanation of who ‘street-level bureaucrats’ are; “First, ‘street-level’ means they are working in direct contact with individual citizens. The latter include consumers, clients, pupils and their parents, and patients as well as car drivers, etc. Second, ‘bureaucrats’ implies that they are doing their work while in public service. They work directly with individual citizens, but may, in some cases, be employed by commercial corporations, such as prison guards in a privately-run prison. Even then, however, it is decisive that they fulfill public tasks on behalf of the common good. Third, street-level bureaucrats have a specific occupation for which they have been trained in a sustained way. Because of these joint characteristics, street-level bureaucrats, by implication, have inherent discretion while functioning as policy co-makers.”

According to Lipsky (2010, p. 3), “public service workers who interact directly with citizens in the course of their jobs, and who have substantial discretion in the execution of their work are called street-level bureaucrats in this study. Public service agencies that employ a significant number of street-level bureaucrats in proportion to their work force are called street-level bureaucracies.” “As individuals, street-level bureaucrats represent the hope of citizens for fair and effective treatment by government even as they are positioned to see clearly the limitations on effective intervention and the constraints on responsiveness engendered by mass processing” (Lipsky, 2010, p. 12). In current dispensations, street-level bureaucrats have the most influence in public policy implementation than the other actors involved.

2.2.2. Theory of Street-Level Bureaucracy

The theory of Street-Level Bureaucracy was first introduced by Michael Lipsky in 1969, and a later revised version was presented in 1980. In keeping with Lipsky, street-level bureaucrats use special coping mechanisms because they experience a gulf between the various demands, which are made for his or her service, and their own limited resources. These mechanisms tend to bias the implementation process in a very way that hampers the achievements of the policy goals. The aim of this theory is to elucidate how field workers behave within the face of limited resources or barriers, and the way such behavior impact on the result of the policy they implement.

The theory assumes that each Street-Level Bureaucrats interacts constantly with citizens within the regular course of his job. The Street-Level Bureaucrats, although works within a bureaucratic structure, has discretionary powers to create decisions in referring to his clients, supported resources available to him. The attitude and general approach of a Street-Level Bureaucrats towards his client may affect his client significantly.

Street-Level Bureaucrats requires two classes of resources to perform adequately. These are organizational resources and private resources. When these resources are inadequate, Street-Level Bureaucrats then develop coping mechanisms to create the tasks easier. These mechanisms when employed within the implementation process, affects the client group, the Street-Level Bureaucrats is supposed to serve negatively, thereby, a distorted policy outcome within the long term.

The theory also identified other conditions, other than inadequate resources, that creates Street-Level Bureaucrats develop coping mechanism for managing clients. These are, the sense of threat under which they operate; and therefore, the ambiguous and conflicting nature of their role expectations.

From this model specific relationships are deduced, for example:

1. Street-level bureaucrats who are faced with resources inadequacy are more likely to develop coping mechanisms to handle such problems.
2. Where such coping mechanisms are employed in implementing a policy, there's the tendency for the policy to experience negative outcomes, etc.

In relevance to this study, where we are analyzing public policy implementation barriers, the utilization of inadequate organizational resources and private resources are identified barriers selected for this study. Barriers like information gap, bureaucratic procedures during this study are conceived as organizational resources, while time constraints and low motivation are conceived as personal resources. These barriers are those who has been identified from the literature review that does affect policy implementation. However, what many of the studies haven't shown is how these barriers influences the behavior of these that implement the policy, particularly Street-Level Bureaucrats, in implementing the policies under their care.

The coping mechanism which the speculation spoke of, involves behaviors like "routinization and simplification" (Lipsky, 1980). This means, in keeping with Lipsky, that street-level bureaucrats, in adopting and dealing with such mechanisms, diversions to the policy which they're implementing will begin to occur. during this study we equate the utilization of such mechanisms to being flexible when winding up their duties. By being flexible, field bureaucrats are considered to create compromises, which could hamper the achievements of the policy objectives.

The relationship we are viewing here is, if these barriers influence the sphere bureaucrats to be flexible within the discharge of their duties or not (being strict). Hence, we hypothesized: When faced with barrier during policy implementation, field level bureaucrats will preferentially choose the role of exercising considerable flexibility than the role of following directives strictly.

2.2.3. Concepts Policy Implementation

From the classical top-down scholars, Pressman and Wildavsky, (1973) defined implementation as: ‘to carry out, accomplish, fulfill, produce, complete’. Another definition by O’Toole, (2000) stated as, “Implementation is broadly defined as ‘what happens between the establishment of an apparent intention on the part of the government to do something, or to stop doing something, and the ultimate impact in the world of action’”. Howlett et.al, (2009, p. 160) argues that “the effort, knowledge, and resources devoted to translating policy decisions into actions comprise the policy cycle’s implementation stage”. Van Meter and Van Horn (1975) perceive policy implementation as ‘those actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions. In view of this, policy implementation entails carrying out, fulfilling, producing and completing a policy. To Sabatier & Mazmanian, ‘implementation is the carrying out of a basic policy decision, usually made in a statute (also possible through important executive orders or court decisions). Ideally, that decision identifies the problem(s) to be addressed, stipulates the objective(s) to be pursued, and in a variety of ways, “structures” the implementation process’.

In other words, policy implementation is a stage in the cycle of a policy. In essence, policy implementation encompasses actions directed at the attainment of the set objectives. This process is not as easy and as straight forward as it seems.

2.2.4. Different Approaches to Policy Implementation

The issue of approach is critical to the success of policy implementation and is linked to the expectation that policies passed are supposed to “produce outcomes or lead to improvements in citizens’ lives” (Brinkerhoff & Crosby, 2002). They added that, failure to produce the expected results has been partially due to the fact that “development policy has been the domain of economists and sectoral specialists” who seem to have confined their focus on the “what” question and ignored the “how” question. The “what” question is concerned with the content of the policy while the “how” question focuses on the broader question of implementation, in other words, the “how” question embodies the approach through which the policy decisions are translated into action. A theoretical shift from the focus on content of the policy to the process is what Parsons (1995, p. 457) refers to as “the within-puts, outputs and outcomes” which emphasizes policy implementation and delivery of

policy goals. The focus on policy process shows that policy making does not end with the approval of the policy by decision makers. As Parsons (1995, p. 464) argues, policy implementation is essentially an “interplay and interaction between politicians, administrators and service providers”. This view recognizes the critical role played by different actors, including those who deliver services to the target groups at the grassroots level.

Much of the literature on policy implementation identifies three distinct approaches to policy implementation namely, the top-down rational approach, the bottom-up approach and the combined approach. The exponents of the top-down approach see the policy implementation process as flowing down from the top structures of the state to the lower levels. The supporters of bottom-up approaches argue that the role of the target groups and those who deliver services should be seen as central to policy implementation processes (Matland, 1995). An analysis of the early literature on policy implementation clearly indicates that the top-down view of implementation dominated the phenomenon of implementation studies. The main focus of the proponents of this approach was to examine the policy decision and “the extent to which its legally mandated objectives were achieved over time and why” (Sabatier 1986, p. 22). The starting point of this approach is clearly posited as the policy decision made by the top officials of government and handed down through various administrative structures for implementation. To examine the extent to which the objectives of the specific policy were achieved, Sabatier (1986) suggests that the following key questions be asked:

1. To what extent were the actions of implementing officials and target groups consistent with (the objectives and procedures outlined in) that policy decision?
2. To what extent were the objectives attained over time, i.e. to what extent were the impacts consistent with the objectives?
3. What were the principal factors affecting policy outputs and impacts, both those relevant to the official policy as well as other politically significant ones?
4. How was the policy reformulated over time on the basis of experience?

The above features clearly exhibit the hierarchical nature of the model and its underlying assumptions. In his analysis of Pressman and Wildavsky work, Parsons (1995, p. 464) observes that these earlier writers viewed a policy as “a hypothesis containing initial conditions and predicted consequences. If X

is done at time t_1 , then Y will result at time t_2 ". This line of reasoning is synonymous with the principle of causality which stipulates that, if action 'A' is executed under certain conditions, then 'B' will result. In this sense, implementation is viewed as "a process of interaction between the setting of goals and actions geared to achieve them" (Parsons 1995, p. 464). The difficulty which emerges from this train of thought is that the actions involved in the implementation process might have to come from various actors or agencies with varying interests and values, and this would minimize the prospects of achieving intended goals. In other words, the involvement of various agencies in the implementation process is bound to "form implementation deficit" (Parsons 1995, p. 464). Consequently, the interaction between goal setting and actions aimed at achieving the goals is viewed as a weakness rather than strength. The main argument of the top-down perspective is summed up by Parsons' (1995, p. 464) own articulation which states that, in order to achieve the intended outcomes of the policy "Goals have to be clearly defined and understood, resources made available, the chain of command be capable of assembling and controlling resources, and the system able to communicate effectively and control those individuals and organizations involved in the performance of tasks".

The model is clearly prescriptive and assumes that compliance to authority and availability of resources would necessarily lead to successful policy implementation. Failure to achieve the intended outcomes would imply that policy implementers did not comply with the regulations or that the sources were inadequate. The model also places more emphasis on controlling resources, including individuals and organizations that are involved in the implementation process. Some of the proponents of the top-down rational approach such as Hood and Gunn (1993) went a step further and envisioned a model which would define what "perfect implementation" should include. They proposed the following five conditions to achieve perfect implementation;

1. That ideal implementation is a product of a unitary 'army'-like organization, with clear lines of authority;
2. That norms would be enforced and objectives given;
3. That people would do what they are told and asked;
4. That there should be perfect communication in and between units of organization; and
5. That there should be no pressure of time.

Lipsky whose work informs the theoretical framework of this research is regarded as the founder of the bottom-up approach (Hill and Hupe 2002, p. 51). The key advantage of the bottom-up approach is that it takes into account the informal and formal relationships of the various sub-systems involved in the making and implementation of policies. It recognizes the crucial role played by key private and public sectors as well as front-line workers in all stages of the policy process (Howlett and Ramesh 2003). The main difference between the top-down approach and the bottom-up approach is that the latter “begins at the other end of the implementation chain of command and urges that the activities of the so-called street-level implementers be fully taken into account” (Howlett and Ramesh 2003, p. 190). What the bottom-up approach points out is the fact that policy outcomes cannot be determined entirely by the policy makers at the top but by street-level bureaucrats who operate at the micro-implementation level.

2.3. Empirical Review

Following Lipsky’s seminal work, many scholars have conducted studies in different areas of public policy implementation to investigate the influence of street-level bureaucrats. This section explores such studies. Street-level bureaucrats has received some attention in policy implementation literature by many scholars, like Tummers and Bekkers (2014, p. 528) argued that when street-level bureaucrats have a certain degree of discretion, this will make the policy more meaningful for the clients’.

Some studies have also revealed that, implementing special education policy at the street-level could be impeded by the failure to train regular classroom teachers to teach children with special needs and absence of adequate funding (Weatherley & Lipsky, 1977 cited by Mary, 2016, p. 11). Also, Hill (2003, p. 270) argues that “when implementers ask, “What implications does policy X has for my behavior or the behavior of my organization? And cannot easily locate the answer in policy itself, they might turn to implementation resources for examples of organizational structures, routines, paperwork, and practices that fulfill policy intentions.” In addition, Van Meter and Van Horn (1975, p. 449) have argued that “a policy may be implemented effectively, but fail to have a substantial impact because it was ill-conceived -or because of other circumstances. Hence, successful program performance may be a necessary – but not sufficient – condition for attainment of positive alternative outcomes.”

Likewise, scholars have argued that the role that street-level bureaucrats play in policy implementation have a great influence on what a policy turns out to be in the end and not necessarily the agencies or bureaucracy in itself (Kornov et.al., 2014, Lipsky, 2010, McLaughlin, 1987, Weatherley & Lipsky, 1977). Also Mutereko (2009), revealed that school teachers have considerable discretion in determining the kind of task they assign to their learners, and most teachers make discretionary choices to advance the goals of the Department of Education and to enhance the understating of learners, Factors which forced these teachers to use their discretion are due to poorly defined goals, inadequate resources and excessive workloads. Uprety (2013) also suggest that the street-level bureaucrats face a high service demand from community forestry user groups and have inadequate organizational resources to meet such demand. It also indicates that those front-line workers prioritize their activities through several informal procedures, behaviors and strategies as well as built-in mechanisms. These archetypal informal coping strategies help them manage their substantial work load and almost unlimited service demand from community forest user groups.

2.3.1. Policy Content and form of government as Barriers to Policy Implementation

Some researchers have distributed researches that provide conclusions that support the thought that policy barriers are policy-centered. The general public policy (decision) identifies the problem(s) to be addressed, stipulates the objective(s) to be pursued and, in a very form of ways, structure the implementation process. During this sense, implementation is seen because the process between the enactment of policy and its ultimate impact on the society (Sabatier and Mazmanian, 1980:551). Therefore, one could rationalize that faults within the implementation of any policy will only emerge thanks to the present faults within the policy document.

Tefera Beyera (2017) study results revealed the challenges urban land lease proclamation were faced: inaccessibility of information about the application of lease proclamation, lack of clarity on the requirements and process of land allocation, unaffordable land price to the citizen , proliferation of squatter settlements; Institutional and organizational capacity limitation and lack of good social awareness. In his argument, he identified that in formulating the policies consideration wasn't given to the chance of those factors to influence the policy outcome. This major deficiency he argues, relates to why land lease policies has not been so successfully implemented. However, in contrast, Sule, Alinno, and Ikwegbe, (2013:32) in their work emphasized that public policy implementation isn't

thanks to lack of effective policies but that of lack of political will, corruption and misdirected priority.

Olaoye (2013:85) presents this kind of argument. In his study of agricultural policies in Nigeria, he notes that failures to the policies emanated from incompatibility of the policies with the form of government, technology gaps, globalizations and lack of feed-backs among others. In his argument, he identified that in formulating the policies consideration wasn't given to the chance of those factors to influence the policy outcome. This major deficiency he argues, relates to why the agricultural policies has not been so successfully implemented.

This argument holds that policies are policies which any policy created, has been so created to attain an objective or some set of objectives. What's going to prevent such policies from been implemented is that the desire held by the political officials towards that policy. Public policies tend to be implemented when political bosses consider such policies to be important (Smith, Richards, Geddes, and Mathers, 2010:986).

However, policies, particularly in developing nations, still face implementation problems even once they are considered important by the political bosses. These barriers come from the conditions prevalent within the form of government itself. Dean (1972) in his study of plan (policy) implementation notes that the form of government contributes the most barriers. His explanation points out that inadequate executive capacity and economic performance are the variables within the form of government that hampers plan implementation.

Policies are meant to resolve societal problems. While a societal problem might not be said to possess been completely solved, policies made to handle them must still exist (although should be reviewed and modified over time). The continued implementation of a policy requires a form of government that supports it and an administrative system that constantly innovate itself to fulfil changing demands to implementing the policy (Omololu&Olayide, 2004:45; Smith et al, 2010:65). The work of Paki and Ebiefa (2011:54) shows that lack of political will, poor implementation design, conception and discipline; lack of resources, poor program leadership and management, and corruption because the paradox surrounding policy implementation in Ethiopia. Makinde studied the higher Life Programme and therefore the Family Support Programme (2005). It absolutely was found that "implementation gap" is caused by corruption, lack of continuity of such policies, inadequate

human and material resources because the factors chargeable for limiting implementation of policies in Ethiopia.

2.3.2 Barriers from Policy Actors and the Implementation Context

Studies within the field of policy implementation have touched on issues that locate barriers emanating from policy implementing actors and therefore the context of the implementation itself. These studies consider individual implementers because the central focus of research (Lewis and Flynn, 1979:139). Further, implementers operate not under any hierarchical organization structure but within “implementation structure.” This structure comprises both officials and personal actors who interact within a Policy field (Wali, 2010:261). Investigation by Spratt (2009:61) identified low motivation as a barrier to policy implementation. He explains that the low motivation stems from the implementing organization’s inability to supply the mandatory factors that may effectively motivate the policy implementing actors to effectively perform their duties.

Park et al, (2005:9) studied implementing technology-enhanced PBL (Program-Based Learning) at school, uncovered barriers existing in forms like lack of feedback, reward and incentives for implementation, and misplacement of vision between teachers and administrators. In these studies, evidence that show how the implementing actors play a big role in how a policy is implemented. Further, their discussion revealed that what difficulty exist in implementing respective policies, rest on how motivated they’re and on the character of knowledge flow within their respective organization. However, these studies don’t show which of those variables provides the foremost negative impact on policy implementation.

Aminu, Tella, and Mbaya, (2012:56) observed that the matter of policy implementation is directly masterminded by bureaucrats. Further, they identified that the system works to make sure policies aren’t implemented; notable per se policies don’t fall within their line of interest or doesn’t involve their inputs. The striking factor here is that the notion that a policy won’t be implemented if such a policy isn’t of interest to people who are to implement it. Since the policy implementers are up to the mark of the mechanism for implementation, it becomes easy for them to tout the system (see for instance Okotoni, 2001:43). Although, this thought falls within the spectrum of motivation (e.g. policy implementers are motivated to implement a policy, if such policy falls within their interest),

the work doesn't discuss the topic within this construct. However, it does provide a useful understanding to policy implementation barriers.

Employees motivation and organizational performance is positively correlated (Chaudhary, 2012:32). Motivation brings about commitment of employees which results in performance. Job involvement, working environment and incentives are variables that enhance employees' commitment (Danish & Munir, 2011:63). Also, empowerment and recognition increase the need of employees to figure (Manzoor, 2012:23). These works, as well as, other works have extensively discussed employee motivation and organizational effectiveness (see for instance, Omar, Jusoff, & Hussin, 2010; Reena et al, 2009; Cheng & Robertson, 2006; Butkus & Green 1999; Bartol and Martin, 1998; Danish and Munir, 2011:15). To the current extent, employee motivation is seen as a policy of managers to extend effectual job management amongst employees in organization (Shadare et al, 2009 in Chaudhary, 2012:11). The stress here is that, what proportion managers can implement this phenomenon of motivation, will determine how effective employees are within the long term. However, what's not seen here is how related organizational effectiveness and public policy implementation is.

Further, the applying of motivation in these works relates solely to non-public organization. In a very public organization, the manager-employee dichotomy isn't very pronounced, as people who manage aren't owners of the organization, as within the case of personal organizations, but are employees themselves (Sutton, 1999:18). To this end, they (public managers) also need the motivation to implement policies under their care. Consequently, how do public managers derive the motivation to implement policies and would the absence of such motivation pose a barrier in their implementation of policies? While research works which will have answered these questions haven't been cited, research on policy implementation should investigate this problem. It does however fall outside the scope of this study.

Increasing information is especially important in developing countries (Mallett, Nye, Sorrell, 2011:5). Information during this case, is very important to people who hold the responsibility for the country's development (e.g. the policy formulators and implementers). However, this work failed to discuss how important information is to policy implementers, likewise because the characteristics of such information. But in Blandford (2007:16) availability of knowledge isn't enough but also that such

information must be sufficient and these constitute the basic requirement for implementing public policies. Further, available information must be timely, reliable and comparable (Statistics Denmark, 2009:8).

Problems in implementation and enforcement are caused by the poor understanding of state officials of the relevant technical a part of their jobs (Young, 2010:25). This poor understanding stems from the unavailability of knowledge to create accurate judgments (Blandford, 2007:19) and therefore the inability of the officials to interpret the knowledge when available (Spratt, 2009:21). during this way information becomes a barrier to policy implementation, and making efforts to enhance access to information would cause improved policy implementation (Sonneveldt, Shaver, Bhuyan, 2008:53).

From the work of May (2004:6) barriers in regulatory process, emanates from red-tape and therefore the multiple process required to effect regulations. This study focused more on the context within which the policy is implemented. May, explains that these conditions make the method tiresome, hence limiting proper implementation. A range of regulations potentially impinge upon different facets of the supply of a public good or service (Schill, 2002:17). Schill, notes that almost all times, more regulations are created to implement other regulations, and these multiple regulations limits what proportion the initial regulation is implemented.

Poor legal framework and poor regulatory guide also provides barriers to policy implementation (Sotola and Ayodele, 2011:31). In Watt, Sword, and Kruger's (2005:21) study, barriers to policy implementation arise from organizational context. In their view, the facilities, available within the organization, can go a protracted thanks to determine what proportion implementation is done. Further, the actors within the organization provide barriers by refusing to adapt new behaviors outside the regular traditional practice, which the new policy may suggest for implementation.

2.3.3 Other Barriers to Policy Implementation

In this category of research works we discover conclusions that situate barriers to policy implementation outside the context of political factors and from the implementing actors. These researches expose other variables that are chargeable for policy implementation barriers. One in every of researches suggests that barriers to policy implementation are product of the tip users. Stephenson and Hennink (2005:16) studied service user and barriers faced by users. Their study reveals that the present economic, administrative and cognitive barriers to service use were largely influenced by

individual and household socio-economic factors on one hand, whilst psychological and physical access barriers are closely related to indicators of female autonomy. Enang and Ushie (2012:12) added that policies fail during implementation, when such policies don't take into consideration the "cultural pluralism" of a society (Ethiopia), but failed to give empirical evidence to indicate this.

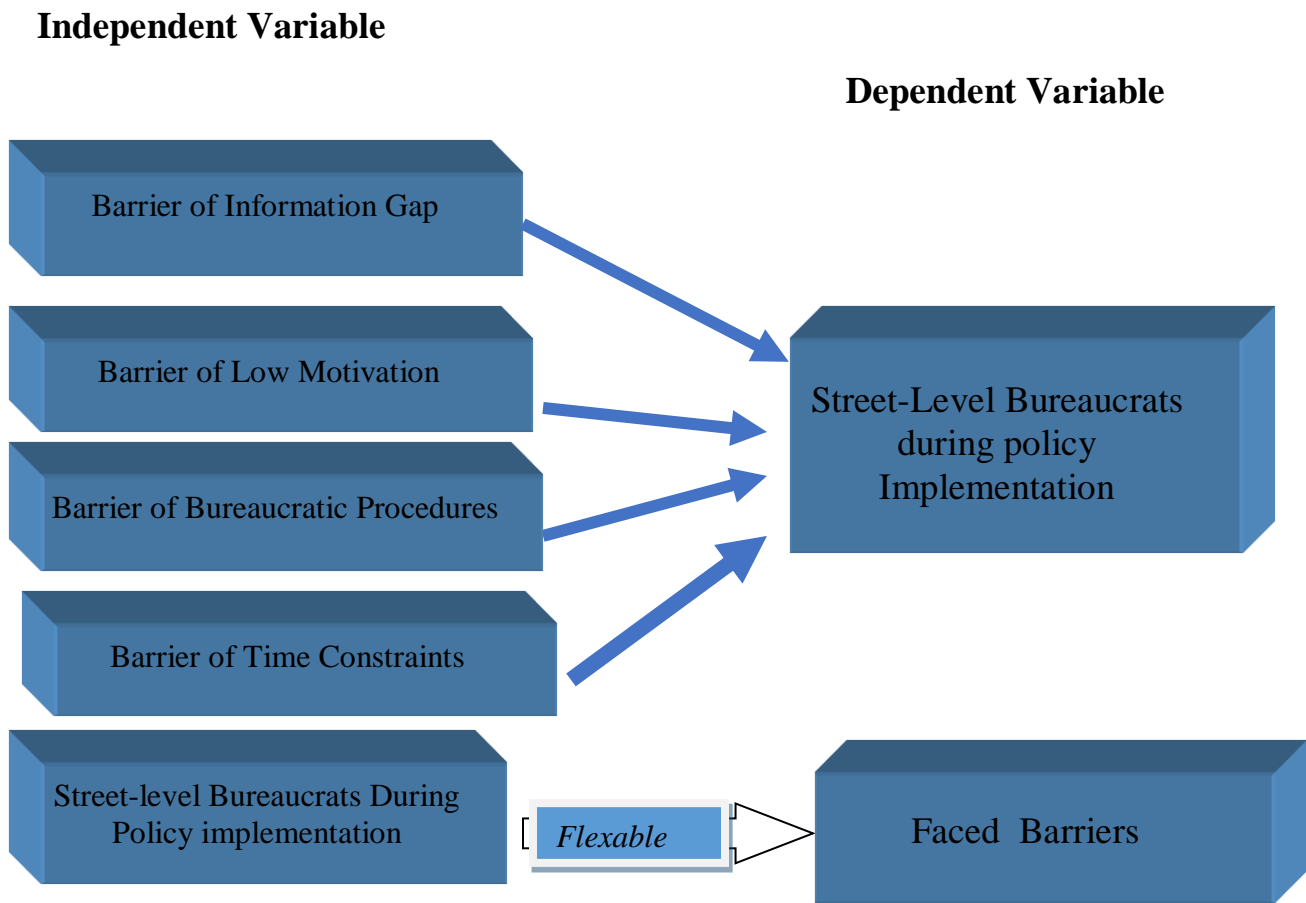
McKenzie (2012:35) established that conditions exist that motivate less impact from policy action. He explains that at no time will a policy be implemented one hundred percent. However, effort should be made to make sure that increased capacity to implement policies happen. This is able to reduce the gap faced with policy implementation. The study failed to show or tell what variables exists that stops policies from been implemented one hundred percent.

The existing literature stresses that policy implementation barriers are a multidimensional construct, which ranges from the policy content, the form of government, the policy implementing actors and the therefore the context within which the policy is implemented. Within the construct of the policy implementing actors and therefore the context within which policy implementation occurs, further constructs like information and motivation are well written about. Nonetheless, existing research on the motivation of, and data available to, the policy implementer, and the way they affect performance, have analyzed these dimensions separately. In regard to the context during which policy implementation occur, bureaucratic procedures are identified collectively of the contributory factors that limits policy implementation. But which of those factors provides the foremost influence for field bureaucrats who are directly committed implementing a policy and on who these barriers could affect most? The literature has not looked into this area therefore, there's less evidence on how this is applicable to public policy implementation, in relevance public policy implementing actors. Hence, an absence of systematic empirical investigation into policy implementation barriers channeled towards identifying the barrier that has the foremost influence on street bureaucrats in Ethiopia does entail further research. Therefore, this study contributes to the present policy implementation literature, by systematically investigating how street bureaucrats behave when faced by implementation barriers, and the way such behaviors can affect the policy implementation process.

2.4. Conceptual Framework

A conceptual framework shows the existing relationship between independent and dependent variables. It is developed from the theoretical explanations and prior empirical findings, reviewed so far in this study. The dependent variables in this study are street level bureaucrats and faced barriers while the independent variables in this study are a barrier of the information gap and street-level bureaucrats during policy implementation.

Figure 2.1: Analytical Framework



Source: Author owns design based on Literature (2020)

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1. Introduction

This chapter presents the methodological concerns that have been used in conducting this research, and provides a justification for each step taken. It involves the general research design, population of study, sample size and sampling technique, Sources of data, and methods of data analysis.

3.2. Research Design

This study employed both descriptive and explanatory research design. Yin (1999:4) defines the descriptive research design as an empirical inquiry that investigates a contemporary phenomenon within its real-life context; when the boundaries between phenomenon and context are not clearly evident; and in which multiple sources of evidence are used. This fits well with this study notably because the study tries to further understand how street level bureaucrats, in carrying out their roles, can act to overcome barriers faced by them, during policy implementation. Understanding this requires studying street level bureaucrats in a real-life context, and using multiple sources of evidence (which we discussed in later parts of this chapter) to analyze the phenomenon, hence the need for a case study. Moreover, this study uses the explanatory research design because in building an understanding of what can be done to overcome policy implementation barriers, the researcher analyzed and explained the cause and effect relationship of the variables in the study.

3.3. Research Approach

In this study the researcher employed concurrent nested mixed research approach. A quantitative approach is one in which the investigator primarily uses postpositive claims for developing knowledge, i.e., cause and effect relationship between known variables of interest (Cresswell 2003). In line with this, quantitative research tests the theoretically established relationship between variables using sample data to statistically generalize for the population under investigation. Cresswell (2003) further noted that a quantitative research approach employs strategies of inquiry such as experiments and surveys, and collect data on predetermined instruments that yield statistics data. Quantitative research employs a review of the existing literature to deductively develop theories

and hypotheses to be tested i.e., in this approach, the research problem is translated to specific variables and hypotheses (Yesegat 2009).

3.3. Sources of Data

Case study research requires the use of multiple data types for making analysis (Yin, 1999:12). The data in a case study research can be primary data or secondary data, or both. Also, the primary data and secondary data could be in the form of quantitative data or qualitative data, or both (Yin, 1999:12). However, the type of data determines the source. A primary data according to Kent (1993:4) are first-hand data that the researcher gathers for the problem under investigation, while a secondary data according to Dawson and Catherine (2002:11) can be defined as information already compiled and readily accessible to the researcher, who knows how to find and use the data. Dawson and Catherine (2002:15) generally identify some sources secondary data can be found to include information from books, journals, news prints, as well as, official documents.

3.3.1 Primary Data Source

The primary data for this work was sourced from selected street level staff of our case study: Yeka sub-city job creation and enterprise development bureau. The data are both quantitative and qualitative in form and are from responses provided by the participating staff of the organization.

3.3.2 Secondary Data Sources

The secondary data was sourced from official documents of Yeka sub-city job creation and enterprise development bureau; newspaper publications retrieved online, and published articles from journals.

3.4. Case Selection and Sampling Method

According to Yin (2003), for a researcher who is designing their case study research, the first step prior to data collection would be to select the final case (s) that will be a part of the case study. Scientifically, researchers choose cases depending on the research objective and by considering other factors. This means that the research objective may influence the case as well as the researcher himself may select the case that is appropriate according to population, resource etc. Yin (2003) advises that, in such scenario, the researcher screens the final candidate case studies prior to beginning data collection to avoid any problems that occur during the data collection process.

Yeka sub city job creation and enterprise office and the staffs incorporated as subunits of analysis, so that a more complex-or embedded-design is developed. The subunits can often add significant opportunities for extensive analysis, enhancing the insights into the single case Yin, (2003). The office is selected as a case for this study based on two reasons. First, Yeka sub city job creation and enterprise office are the major responsible department in related to design strategies and prepare program to enhance activities of job creation and upon approval coordinate implementation of same. Generally, the office specifically responsible in preparing and run job creation, support and coordinate institutions and promote and develop the institutions and provide information for the public about their objective and organize responsible team which prepare and implement the whole processes. Second, experiences and services of Yeka sub city job creation and enterprise office staffs give chance for direct contact with service recipients at the time of preparation and its implementation. Due to the above reasons, Yeka sub city job creation and enterprise office is the appropriate choice for this study.

The key respondents were selected from the Yeka sub city job creation and enterprise office. A purposive sampling method was employed to select the respondents based on the objectives of the study. Therefore, respondents were selected based on their knowledge and expertise. The respondents are basically operatives who working in the office. According to Lund, (2012) The main goal of purposive sampling is to focus on particular characteristics of a population that are of interest, which will best enable you to answer your research questions. In this regard, an expert sampling method was employed in order to explore and obtain more observable implications of the cases, hence, "respondents are chosen in a non-random manner based on their expertise on the phenomenon being studied" (Bhattacharjee, 2012, 69).

3.4.1. Sample Selection

Yeka Sub city Administration has different departments that are established for different purpose. Among the rest this research focused on Yeka sub city job creation and enterprise office and its employees. This is because of their role and nature of their work environment is found appropriate in understanding and explaining the research purpose, research question and the theoretical perspective which this study adopted in order to understand and analyses the research question.

Currently sixty (60) dedicated employees found in the office. From them, the researcher selected fifty (50) respondents by personal judgment and subjective desition of the researcher. They are

selected purposively as all the selected candidates are involved at all phases of the implementation, and meet the selection criteria. This method also agrees with Yin's (2003), proposed method of candidate selection, in the sense that certain pre-selection criteria were checked when candidates are selected. The criteria followed in this research are:

1. All candidates have involved in preparation and implementation at all phases.
2. They are all still working in the office.

3.5 Method of Data Collection

In this study, the researcher used the sample survey, for the collection of the primary data. A sample survey is "a process for collecting data on a sample of observation which are selected from the population of interest" (Haque, 2011).

The process for collecting data was done in four main parts: Obtain participants; administration of instrument for primary data; collection of secondary data; and final collection of data.

Obtain Participants: Obtaining participants for the research was done with the help of the Assistant Chief Administrative Officer (ACAO) at the Office of job creation and enterprise development bureau in yeka sub city administration. Following the approval by the Director-General of yeka sub city administration allowing the researcher to conduct the research in the institution, the researcher was referred to the ACAO to assist the researcher complete the data collection processes.

Administration of Instrument (Questionnaire): The method were used to administer the questionnaires was through direct, face-to-face administration. This method was used at the office.

Collection of Secondary Data: Official documents from the yeka sub city job creation and enterprise development office which the organization gave permission to give were collected. The information required from the documents were extracted.

3.6 Method of Data Analysis

Once the researcher had completed the fieldwork, by gathering the data needed to solve the research problem, the data was organized and presented to facilitate analysis. The quantitative data, closed ended questions in the questionnaire was presented using tables. The qualitative data or the open-ended question was presented using narratives. Descriptive and inferential analysis was used to

analyze both qualitative data and quantitative data. The narrative method was used based on the format described by Knafi and Howard (2004:12) in their article “Interpreting and reporting qualitative research.”

3.6.1. Definition of variables

The two variables in the first hypothesis are exercising considerable flexibility, and following directives strictly.

1. Exercising Considerable Flexibility

- Helping clients meet requirement to get the opportunities they created
- Overlooking some requirement to get the opportunities when conducting it
- Giving grace period to clients to meet requirement for registration to avoid been dismissed
- Giving warning to clients for not meeting requirements rather than dismissed.

2. Following Directives Strictly

- Never helping clients to meet requirement
- Never overlooks any requirement for registration
- Always apply dismiss to clients for not meeting registration requirements

Definition of variables from the second hypothesis: The four variables in the second hypothesis are barrier from information gap, barrier from level of motivation, barrier of bureaucratic procedure, and barrier of time constraints.

1. Barrier from Information Gap

- Poor knowledge of the intent of the policy
- Poor knowledge of how implementation is affecting the society in general (feedback)
- Poor knowledge of challenges faced by clients in accessing the informant’s services
- Poor information about the existence of some clients and their locations

2. Barrier from Low Motivation

- Nature of opposition for the policy from the community, the press, or the client
- Satisfaction of the condition upon which tasks are to be carried out (stressful vs. easy; readily available materials vs. non readily available materials)
- Personal desire to serve

3. Barrier from bureaucratic procedures

- Length of time it takes to get approval to carry out an assignment
- Complexity of documentation to do in order to get a job done

4. Barriers form time constraints

- Length of time in which a specific task is to be completed (inadequate vs adequate)

3.7. Reliability and Validity of Instruments

3.7.1 Validity

Refers to the extent to which the concept one wishes to measure is actually being measured by a particular scale or index. According to Kothari (2004), validity aims at establishing the results which are linked with the condition. It is concerned with the extent that the scale accurately represents the construct of interest. In order to assure the validity of the measurement instrument of the study is conducted based on the literally accepted conceptual framework that clearly indicate the theoretical construct and associated with the measurements valid to evaluate to analyze the effect of public policy implementation barriers on street level bureaucrats in the case of Yeka Sub City Job Creation and Enterprise Development Bureau . So that pre-questionnaire were given for experts to assure the validity of the instrument. . As per the comments and the discussion with the experts the question prepared to primary data collection for the research objective is found valid by researcher.

3.7.2 Reliability

Field (2009) explained reliability as “a means that measure (in this case questionnaire) should constantly reflect the construct that it is measuring”. “Reliability refers to the consistency and stability of findings that enables findings to be replicated” (Burns, 2008). “Cronbach’s Alpha is very useful in developing attitude scales and questionnaires as the alpha level (or reliability) indicates if the items are measuring the same construct. Items that are not measuring what the rest are can be identified and deleted” (Burns, 2008). Cronbach’s Alpha Should over 0.70 to produce a reliable scale and any scale less than this alpha coefficient should be eliminated according to Burns (2008). In connection to this the researcher carried out the reliability analysis by measuring Cronbach alpha of the research instrument and the overall result showed that which is above the minimum cut off alpha of 0.7. If alpha is high (.70 or higher), then this suggests that all of the items are reliable and the entire

test is internally consistent (Robert, 2006). The Cronbach's alpha coefficient of the study is shown in table 3.1 below.

Table 3. 1 Reliability Test

Variable	Cronbach's Alpha	N Of Items
Creating Job Opportunities	.757	4
Enabling The Sector	.737	4
Expanding The sector	.736	4
Influence Of Time Constraints	.702	1
Influence Of Information Gap	.721	1
Influence Of Low Motivation	.713	1
Influence Of Bureaucratic Procedures	.703	1

Source: Survey, 2020

3.7. Ethical Consideration

There are certain ethical protocols that have been followed while conducting this research. The first is soliciting explicit consent from respondents. This ensures that their participation to the study is not out of their own volition.

On the questionnaires, it is clearly asserted that the respondents were anonymous, that the answers treated confidentially and used for the study only. A brief description of the purpose of the study was also be briefed, respondents hence filled out the questionnaire with informed consent, and the researcher was present in person where the questionnaires handed out and recollected. So that the respondents were at ease and were more likely to give candid response to the questionnaire. To ensure the integrity of the data, the researcher checked out the accuracy of encoding of the survey responses.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.1. Introduction

This chapter reports on the results of the empirical investigation conducted to analyze the factors which influence policy implementation barriers on street-level bureaucrats to exercise their roles. When faced with barrier during policy implementation, field level bureaucrats will preferentially choose the role of exercising considerable flexibility than the role of following directives strictly with daily pressures of their work in Yeka sub-city job creation and enterprise development office. The main objective of this chapter is to present the findings and analysis of the fieldwork. The findings are organized into sections which correlate with those of the sample survey schedule.

4.2. Findings and Analysis

4.2.1. Profile of Respondents

The first section of the questionnaire was devoted to identifying the profile of the respondents that are relevant to the analysis and further understanding of the data presented. Although no hypothesis was stated that measures the relationships between these demographic profiles, however, the demographic distribution of the respondents help us to know how different groups responds to various sets of questions.

Table 4.1 Gender of Respondents

Gender of Respondents			
	Male	Female	Total
Frequency	31	19	50
Percent	62%	38%	100%

Source: Survey, 2020

The result in table 4.1 indicates that 31 (62%) of the participating Street-level bureaucrats are male, while 19 (38%) were female. This means that the majority of sampled respondents were male.

Table 4.2 Length of Service

Length of Service					
	0-10 Years	11-20 Years	21-30 Years	Above 31 Years	Total
Frequency	27	9	7	7	50
Percent	54%	18%	14%	14%	100%

Source: Survey, 2020

Table 4.2 shows the totals of each category of the length of service. That is 0 – 10 years has a total of 27 (54%) participants; 11 – 20 years has 9 (18%) participants, and 21 – 30 years has 7 (14%) participants, and above 31 years has 7 (14%) participants. This means that the majority of respondents were fall within the 0 – 10-year category.

Table 4.3 Organizational Status

Organizational Status (Do you supervise employees?)			
	Yes	No	Total
Frequency	35	15	50
Percent	70%	30%	100%

Source: Survey, 2020

Table 4.3 distributes the street-level bureaucrats into those who are supervisees and those who are supervisors. As shown in the table, 15 (30%) of the participating street bureaucrats are not

supervisors, while 35 (70%) are supervisors. This means that the majority of respondents were supervisors.

4.2.2. Role of Field Level Bureaucrats

The second part of the questionnaire deals with the role street-level bureaucrats play in relation to policy implementation. What is expected as stated in the theoretical framework, is that field bureaucrats will lean towards acting flexibly in light of the existing barriers in their work environment.

Table 4.4 Role When Carrying out creating job opportunities while Faced with Barriers

Time Constraints				
	Flexible	Strict	Undecided	Total
Frequency	36	11	3	50
Percent	72%	22%	6%	100%

Information Gap				
	Flexible	Strict	Undecided	Total
Frequency	16	30	4	50
Percent	32%	60%	8%	100%

Bureaucratic Procedures

	Flexible	Strict	Undecided	Total
Frequency	16	19	15	50
Percent	32%	38%	30%	100%

Low Motivation

	Flexible	Strict	Undecided	Total
Frequency	16	21	13	50
Percent	32%	42%	26%	100%

Source: Survey, 2020

Table 4.4 shows what role street-level bureaucrats who engage in carrying out creating job opportunities for each respective policy, play when faced with different types of barriers while they perform their duties. From the table, when asked how they react when faced with the first barrier, time pressure, more street-level bureaucrats 36 (72%) indicated that they demonstrate flexibility when carrying out their duties. Eleven (22%) of workers selected Strict, while 3 (6%) selected undecided. This means that time pressure influences respondents of street-level bureaucrats, making them to make some form of compromises while carrying out their responsibilities of creating job opportunities.

For the second barrier, information gap, for those responsible for the street bureaucrats, 16 (32%) selected flexible, 30 (60%) of bureaucrats, selected strictly while 4 (8%) selected undecided. In this case, the information gap does not influence street bureaucrats to make compromises.

For the third barrier, bureaucratic procedures, in the case of MSE, 16 (32%) selected flexible, 19 (38%) selected strict and the other 15 (30%) selected undecided. In this case, the bureaucratic procedure does not influence field bureaucrats to make compromises.

The fourth barrier, low motivation, also does not influence street bureaucrats to make compromises. In the MSE, 16 (32%) selected flexible, 21 (42%) selected strict while the other 13 (26%) selected undecided. The majority of street bureaucrats who selected a strict role, indicating that low motivation does not influence street bureaucrats to be flexible.

Table 4.5 Role When Carrying out enabling the sector While Faced with Barriers

Time Constraints				
	Flexible	Strict	Undecided	Total
Frequency	23	24	3	50
Percent	46%	48%	6%	100%

Information Gap				
	Flexible	Strict	Undecided	Total
Frequency	12	35	3	50
Percent	24%	70%	6%	100%

Bureaucratic Procedures

	Flexible	Strict	Undecided	Total
Frequency	15	24	11	50
Percent	30%	48%	22%	100%

Low Motivation

	Flexible	Strict	Undecided	Total
Frequency	19	20	11	50
Percent	38%	40%	22%	100%

Source: Survey, 2020

Table 4.5, show field bureaucrats who engage in enabling the sector, responses to various barriers they face when carrying out their work. In the case of the first barrier, time pressure, 23 (46%) of the bureaucrats who implement the MSE, selected flexible while the other 24 (48%) selected strict and the other 3 (6%) selected undecided. In policy, MSE, the strict role has the major counts, which indicates that time pressure does not influence the field bureaucrats who perform the task of enabling the sector to make compromises in carrying out their duties.

For the second barrier, information gap, 12 (24%) of the bureaucrats who implement the MSE selected flexible, 35 (70%) selected strict and the other 3 (6%) selected undecided. In the policy, the information gap does not influence the field bureaucrats, therefore they become strict in carrying out their duties.

For the third barrier, bureaucratic procedures, in the case of the MSE, 15 (30%) selected flexible, 24 (48%) selected strictly while the other 11(22%) selected undecided. The higher counts for strict that indicate that field bureaucrats work of enabling the sector is not affected necessarily affected by bureaucratic procedures.

The fourth barrier is low motivation. In the case of the MSE, 19 (38%) selected flexible, 20 (40%) selected strictly while the other 11 (22%). Similar, to the bureaucratic procedure, low motivation has a very low influence on the role field bureaucrats who carry out enabling the sector play in carrying out that activity.

Table 4.6 Role When Doing expanding the sectors While Faced with Barriers

Time Constraints				
	Flexible	Strict	Undecided	Total
Frequency	26	20	4	50
Percent	52%	40%	8%	100%

Information Gap				
	Flexible	Strict	Undecided	Total
Frequency	14	35	1	50
Percent	28%	70%	2%	100%

Bureaucratic Procedures				
	Flexible	Strict	Undecided	Total
Frequency	17	26	7	50
Percent	34%	52%	14%	100%

Low Motivation				
	Flexible	Strict	Undecided	Total
Frequency	13	28	9	50
Percent	26%	56%	18%	100%

Source: Survey, 2020

Table 4.6 shows the responses of field bureaucrats of the influence of various barriers on their responsibility of expanding the sector. In the case of time pressure, of the street bureaucrats who implement the MSE, 26 (52%) selected flexible, 20 (40%) selected strict while the other 4 (8%) selected undecided. In this activity on like other, time pressure influences how the bureaucrats carry out their job i.e. This means that time pressure influences street-level bureaucrats, making them make some form of compromises while carrying out their responsibilities.

For the information gap, 14 (35%) of the MSE implementing bureaucrats selected flexible, 35 (70%) selected strict, while the other 1 (2%) selected undecided. With the majority of counts on the strict role, they follow the guidelines strictly as spelled out.

In the case of the third barrier, bureaucratic procedures, for MSE, 17 (34%) of the respondents selected flexible, 26 (52%) selected strict while the other (14%) selected undecided. In this case, the majority of counts on the strict role and the same with the information gap follow the guidelines strictly.

For low motivation, 13 (26%) of the field bureaucrats implementing the MSE, selected flexible, 28 (56%) selected strict, while the other 9 (18%) selected undecided. The high count for strict indicates that low motivation does not influence the work of those who carry out expanding the sector.

Table 4.7 Chi-Square Tests of First Hypothesis

	Value	df	Asymp. Sig. (2-sided)
<u>Pearson Chi-Square</u>	11.484	6	.075
<u>Linear-by-Linear Association</u>	3.002	1	.083
<u>N of Valid Cases</u>	50		

Source: Survey, 2020

From the table (4.7), the Pearson Chi-Square statistics, for 6 degrees of freedom, for MSE, is 11.484. Additionally, it indicated that the significance value or Asymptotic Significance (P-Value) is 0.075, which is greater than the threshold value of 0.05. This means that the alternative hypothesis is rejected and the null hypothesis is accepted which states that, Field level bureaucrats will preferentially choose a flexible role than a strict role when faced with barriers during policy implementation.

4.2.1.3 Level of Influence by Barriers

The third part of the questionnaire was used to determine which barrier from a list of giving barriers influenced street bureaucrats' work output the most. From the literature review, the information gap provides the most influence on field bureaucrats, above other barriers such as time constraints, bureaucratic procedures, and low motivation. The tables below present the data collected to find out if this is the case.

Table 4.8 Influence of Time Constraints

Time Constraints						
	Very High	High	Fair	Low	Very Low	Total
Frequency	6	16	18	10	0	50
Percent	12%	32%	36%	20%	0%	100%

Source: Survey, 2020

Table 4.8 indicates how field bureaucrats rate the influence they receive from time constraints on their jobs. Ten (10) 20% of participants consider in the influence to be low. Eighteen (18) 36% gave a middle rate of fair, while also, sixteen (16) 32% considers the influence to be high, and another six (6) 12% believes the influence to be very high. Those who consider the influence to very high and high (i.e. 18) are far more than those that consider it to be low and very low (i.e. 10). So, we can conclude that time constraints do influence the work output of the field workers surveyed in this study.

Table 4.9 Influence of Information Gap

Information Gap						
	Very High	High	Fair	Low	Very Low	Total
Frequency	10	27	8	5	0	50
Percent	20%	54%	16%	10%	0%	100%

Source: Survey, 2020

In table 4.9, we present the rate of influence information gap has on street bureaucrats' work output. In total, five (5) 10% rates the influence as low, while zero (0) respondents selected the very low option. Eight (8) 16% choose fair, while twenty-seven (27) 54% choose high. Lastly, ten (10) 20% of the participants consider the influence of the information gap to be very high. Those who consider the influence to very high and high (i.e. 37) are far more than those that consider it to be low and very low (i.e. 5). So, we can conclude that the same with time constraints information gap does influence the work output of the field workers surveyed in this study

Table 4.10 Influence of Low Motivation

Low Motivation						
	Very High	High	Fair	Low	Very Low	Total
Frequency	15	15	13	5	2	50
Percent	30%	30%	26%	10%	4%	100%

Source: Survey, 2020

In table 4.10, also from the totals, two (2) 4% of the participants selected Very low, and another five (5) 10% selected low as the rate of influence on their work output received from low motivation. Thirteen (13) 26% selected fair, while fifteen (15) 30% selected high, and lastly fifteen (15) 30% selected very high. The weight of the scale tilts more to the side of very high and high which combined count of thirty (30) of the total participants. With this we can conclude that low motivation an influence the work output.

Table 4.11 Influence of Bureaucratic Procedures

Bureaucratic Procedures						
	Very High	High	Fair	Low	Very Low	Total
Frequency	18	16	13	3	0	50
Percent	36%	32%	26%	6%	0%	100%

Source: Survey, 2020

Table 4.11 indicates that three (3) 6% considers bureaucratic procedure’s influence on them work output to be low. while thirteen (13) selected fair. While sixteen (16) 32% considers its influence to be high, eighteen (18) 36% believes it to be very high. The bulk of the responses are at the higher side of the scale with very high and high combining to take thirty-four (34) participants. Also, we see the middle scale taking another thirteen (13) participants as well. The lower section of the scale is rather low (i.e., 3). With this we can conclude that bureaucratic procedure as a barrier has influence on the work output.

One-Sample t-Test for the Second Hypothesis

Table 4.12 One-Sample t-Test for the Second Hypothesis

Test Value = 0					
of					
95% Confidence Interval					
the Difference					
	t	df	Sig. (2-tailed)	Lower	Upper
Time Constraints	19.808	49	.000	2.37	2.91
Information Gap	17.644	49	.000	1.91	2.41
Low Motivation	14.323	49	.000	1.96	2.60
Bureaucratic Procedures	15.251	49	.000	1.75	2.29

Source: Survey, 2020

Table 4.12 shows the result of the hypothesis test using the t-test of the hypothesis formula on the SPSS v24 platform. The table shows the t-test statistics for each of the barriers, i.e., time constraints being 19.808; information gap being 17.644; low motivation being 14.323; and bureaucratic procedures being 15.251. Also, each barrier has a degree of freedom of approximately 49. The Significance text is 0.000 for each barrier which is lower than the threshold value of 0.05. This means that the Null Hypothesis (H_0) can be rejected in favor of the Alternative hypothesis (H_1), which states that, the barrier of information gap has a less significant effect on street-level bureaucrats during policy implementation than other barriers.

Table 4.13 One-Sample Statistics Showing the Mean of each Barrier

	N	Mean
Time Constraints	50	2.64
Information Gap	50	2.16
Low Motivation	50	2.28
Bureaucratic Procedures	50	2.02

Source: Survey, 2020

Table 4.13 shows the mean of each of the barriers that help us to know which of the barriers has the most influence on the work output of the participating street bureaucrats. From the table, therefore, time constraints have a mean score of 2.64; the information gap has 2.16; low motivation has 2.28, and; bureaucratic procedures have 2.02. Time constraints have the highest mean score of 2.64 which means that it provides the most influence on the participating street bureaucrats' work output, which further validates the result of the hypothesis test. The bureaucratic procedure provides the least influence on their work output, providing a mean score of 2.02.

4.2.2. Qualitative Data Analysis

In this section we present the qualitative data collected through the questionnaire. This section is divided into two sub-sections, first, is the sub section that deals with the role field level bureaucrats play in policy implementation. The second sub section presents field bureaucrats' views on barriers.

4.2.2.1 Field Bureaucrats' View on Their Role in Policy Implementation

Younger workers, those who are working or have worked for a length between 0 – 20 years expressed increased interest in following directives strictly when carrying out their respective duties. Some of the much older field workers, 20 – above 30 years of work, place greater degree of value in being flexible, than they were as young officers.

When asked to identify what values was most important to them with regard to carrying out their jobs, respecting the clients without any discrimination, treating them equally, transparent to their job, work with others and doing the job as directed, to ensure that mistakes are not made, and to please my boss were frequently mentioned by those who are still younger on the job. However, the motivation for following directives strictly, varied between the group who are 0 – 10 years on the job and those who are 10 – 20 years on the job. For the former group, “job security” was the central motivating factor. For example one of the respondents in this category said, “Doing my job perfectly is my main interest because job are hard to come by and I can’t afford to lose this one,” and another said, “If my boss continues to be pleased with my work, my job will be safe, I will get promotions, so I have to do my job as directed.”

For the latter group, 10 – 20 years on the job, “self-fulfillment” was their major motivating factor for following directives strictly. For example, “I carry out my responsibilities as directed mostly because when the job is done properly, I feel satisfied that I have done a good job,” was said by one respondent, while another respondent said, “I believe jobs are to be done as directed. From my experience the society becomes better...and in a way you feel happy knowing you have contributed to the improvement in the society.”

Some of the workers who have spent more years on the job, 20- above 30 years, also identified with following directives strictly. The bulk of these groups are those who hold supervisory positions and for them, “leading by good example” and “upholding the corporate image” are their main motivating factors. “I value a job well done, I value focus, and I value playing by the rules. it is my responsibility to uphold the corporate image of the sector,” was said by one of the respondents, and another also said, “It is important that we continuously stick to the rules. We must lead by example, so that those who are coming behind us can continue to do the good job.”

On the other hand, for those who value being flexible, terms such as helping out and being accommodating were frequently used. For example, a respondent said, “There are some people you encounter on the job, looking at their situation you just try to be human and help them out.” A similar opinion was shared by another respondent, “I know how hard things are in the country. So sometimes I personally try to accommodate people and help them.”

Those who have spent above 30 years on the job expressed this view the most. Of note, this group, from spending more years on the job, have grown in confidence and known when and in what circumstances they can give privileges to clients when carrying out their jobs.

When asked how they deal with clients who do not meet mandated requirement as requested by the established strategies, responses such as, referring such cases to the boss and discontinuing the process were frequently mentioned which indicated strict following of directives. Some others mentioned that they “sometimes overlook “such short comings and help their clients “scale though” the process.

Generally, those that are in line with being strict, are much more in number than those who are in line with being flexible in carrying out their jobs. While the reasons vary for being strict, those who do so with the idea of keeping their jobs and pleasing their bosses are much more in number. Next to this are those who do so (act strictly) because of the personal fulfilment they get from knowing that their jobs are well appreciated and impacts the society generally. For those who opt for being flexible, they do so bear in mind the challenges their clients may have, predicating their judgment in what they describe as the harsh situation in the society.

4.2.2.2. Barriers Encountered by street Bureaucrats

Apart from the four major barriers that we used in the quantitative phase of this study; we were interested in finding out what other barriers street level bureaucrats face when carrying out their jobs. Therefore, we asked participants to identify the kinds of barriers they encounter when carrying out their duties, which barrier they feel provides the most influence on their work, and what they do to overcome the barriers they face.

Generally, a number of barriers was mentioned. Frequent among them are time pressure, administrative bottle necks, uncooperative clients, lack of knowledge by some clients, lack of research and development, inability of some clients to meet mandated requirements, flexibility of decisions and inadequate information from the public.

The type of barrier mentioned was rather based on the type of job done in the implementation process, and not necessarily on the length of time spent on the job. Importantly, some of these

barriers mentioned featured across board, such as time pressure, information inadequacy, and administrative bottle necks.

Lack of Information: - as a barrier, was more frequent among those who engage in defaulting clients. The participants tried to describe the nature of this barrier, stating that there is still a significant gap in communication from the “general public and the sector” and “We still do not have a lot of information from the public about the sector, so it’s a big barrier for us...we could do more if information are always available.”

Barrier with the most Influence

When asked to identify the barrier that provides the most influence on their work, lack of clear direction was mostly mentioned among all other barriers. Some participants went further to mention that most other barriers could be “easily managed” if there was clear direction to do so. Some examples of such opinions from our respondents are firstly, “clear direction for me is the main problem. The direction giving to us to do most of our tasks is too short,” Secondly, “Clear direction. In fact, everything is based on clear direction. If we have clear direction, we can easily manage all other barriers that we face,”

Overcoming the Barriers

Irrespective of the barriers mentioned above, the participants in this research are still able to carry out their respective jobs. Participants were asked what they do to overcome the barriers they face in their daily work activities. This question basically, linked the barriers faced by street bureaucrats with the role they play in policy implementation.

Significantly, what they do center on “referring cases to their immediate bosses”, “doing whatever we can within the limited time” and “helping out clients.” Those who are younger on the job (0 – 10 year) noted that referring cases which they feel they cannot handle is what they mostly do.

For those who have spent more years on the job, doing what they can within the limited time available, which include helping clients, is what they rely on in completing task in the face of daunting challenges. Three examples of opinions shared by our respondents includes firstly, “We

cannot stop work because there are barriers. We just do what we can.” Secondly, “Most times we just help clients out. Nothing is perfect. We do the best we can.” And lastly, “We rush the procedure most of the time. If we have to wait nothing will be done. Although a little more time will ensure a proper work.”

4.2.3. Secondary Data Analysis

In this section we analyzed the secondary data collected for this work. Secondary data for the policy of job creation and enterprise development was collected and are analyzed. Generally, the secondary data show the extent of implementation carried out by yeka sub city job creation and enterprise development bureau of the policy.

In pursuit of realizing Ethiopia’s vision of becoming a middle income country in about 20 years’ time from now and achieving the Millennium Development Goals (MDGs), job creation has been articulated as one of the eight pillar strategies of its MDGs-based Five Year Development Plan entitled Plan for Accelerated and Sustained Development to End Poverty (PASDEP). It is widely recognized that employment, earnings and the labor markets play a crucial role in poverty reduction through promoting both economic growth and enhancing its effectiveness in reducing poverty. It is also well recognized in Ethiopia that the availability of employment opportunities and their characteristics constitute an essential transmission channel from growth to poverty reduction. The link that bridges economic growth with poverty reduction and its ultimate eradication is job creation. Employment opportunities and their characteristics provide a mechanism for shared and pro-poor growth.

In developing countries such as Ethiopia, which has a large endowment of labor relative to other productive factors such as capital, effective utilization of labor can make growth faster and more pro-poor. Employment and income derived from employment (self-employment or wage employment) is the main link between economic growth and poverty reduction. Poverty reduction on a sustained manner would require enhancing the employment content of growth and the distributional effect of growth through integrating the disadvantaged groups, especially the youth, at the entry of the labor market and unskilled women and men in the process of growth. Furthermore, the disparity between women and men in their ability to access jobs would be a concern in order to ensure a real distributional effect in the society. This would require an

integrated framework of demand and supply-side policy formulation as well as of institutional reforms.

Employment provides a linking mechanism between growth and poverty reduction only when it is systematically guided through policies and strategies that influence the determinants of labor market characteristics in a desirable way. Ethiopia, as a country with high rate of poverty and rapid population and labor force growth, needs a strategic intervention to maneuver the linkage between economic growth, employment, and poverty to ensure that growth is shared and pro-poor.

Income poverty reduction in Ethiopia, where the problem of unemployment, underemployment, and working poor are common, will be difficult unless such problems are systematically addressed. It is, therefore, necessary for the country to approach the problem of unemployment/underemployment and working poor through a coordinated employment policy framework addressing the issues of labor demand, labor supply, and labor market institutions governing the labor market. The National Employment Policy and Strategy (NEPS) of Ethiopia is prepared in response to the need for such a framework to guide interventions aimed at improving employment and its poverty outcomes in the country.

Table 4.14 Number of jobs created by Yeka Sub-City Job Creation and Enterprise for the Period 2007 – 2012 E.C.

Years	2007	2008	2009	2010	2011	2012	Total
No of Jobs Created	30,084	21,330	12,909	10,992	21,699	32,051	129,065

Source: Yeka Sub-City Job Creation and Enterprise Development Bureau official documents on job creation: “Final Report from 2007- 2012 E.C.

Within the period 2007 – 2012 E.C a total of **one hundred twenty-nine thousand sixty-five (129,065.00)** jobs have been created and given to follow up and work process department. The period from 2007 the recent fiscal period 2012 E.C shows a high number of jobs created, thirty

thousand eighty-four (30,084.00) and thirty-two thousand fifty-one (32,051.00) respectively. Job creation however fell in 2010 E.C to about ten thousand nine hundred ninety-two (10,992.00) and fluctuating from 2008 and 2009.

Table 4.15 Observed Cases of follow up and work process on different sectors in Yeka sub city

No	Sector	Enterprise	Owners					Remark
			Male	% M	Female	%F	Total	
1	Manufacturing	880	1546	56.53%	1159	42.37%	2735	
2	Construction	1851	4161	76%	1316	24%	5477	
3	Business	1167	750	47.44%	831	52.56%	1581	
4	Service	606	1122	68.54%	515	31.46%	1637	
5	Urban Farm	168	51	20.4%	199	79.6%	250	
	Total	<u>4672</u>	<u>7630</u>	<u>65.32%</u>	<u>4050</u>	<u>34.68%</u>	<u>11680</u>	

Source: The report of Yeka Sub-City Job Creation and Enterprise Development Bureau follow up and work process department

Table 4.15 shows the total four thousand six hundred seventy-two (4672) enterprises the construction sector has the highest number from the rest five sectors with the total owners of eleven thousand six hundred eighty (11680) from those owners male has the majority one when we compare with a female the figures shows that seven thousand six hundred thirty (7630) 65.32% of the total the rest four thousand fifty (4050) 34.68% were females were actively involved and follow up by the sector from this number urban farm has the lest one with the no of jobs the total of two hundred fifty (250) with the highest female participants one hundred ninety-nine (199) the rest Fifty-one (51) were male.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Summary of Major Findings

Based on the analysis, the following major findings were identified.

- ✓ This study was set out to further our understanding of how street level bureaucrats, in carrying out their roles, can act to overcome barriers faced by them, during policy implementation, and. The study has also sought to know what street bureaucrats do in order to overcome the barriers they face in their day to day working activities.
- ✓ The study was conducted by using descriptive and explanatory research design, and mixed research approach. Both primary and secondary data and purposive sampling technique was used for this research. Questionnaires containing both closed and open-ended questions was distributed to selected street bureaucrats responsible for implementing the policy. Descriptive and inferential analysis are employed to analyze the acquired data.
- ✓ The finding of the study shows that, exercising considerable flexibility is the preferred choice of behavior by street level bureaucrats who are faced with barriers while implementing public policies. This result is consistent with barriers such as time pressure and information gap, but less significant with barriers such as bureaucratic procedures and low motivation. This role of flexibility or of being flexible means that street level bureaucrats in light of being faced with barriers develop simplification mechanisms which allows them to complete their task easily. From a theoretical standpoint, this behavior hampers the proper implementation of the policy concerned, however we could not make any observation to this fact in this policy which we studied, not necessary because they may not exist, but largely because of unavailability of data. However, with the observation of the behavior of exercising flexibility, we can assume that the policy is not implemented in the way as to effectively achieve fully the objectives they are set up to achieve.

- ✓ Time constraint, as a barrier, was found to provide the most influence on the behavior of street level bureaucrats, in contrary to what the literature suggested, which identified information gap to have the most influence. The function of time in this case, is largely the specific time target that the particular set of street level bureaucrats are giving to complete their tasks. We say specific, because we are aware that public policies do not necessary have termination points, however, within the organization where in people work so as to bring the policy goals to reality, some set of time frames can be created, by the managers of such institution, as a strategy to motivate its employees to achieve set goals. This time structure, can therefore stand as a barrier as we have observed in the case of yeka sub city job creation and enterprise development bureau and can direct the bureaucrats to resort to simplification of roles or becoming more flexible in the discharge of their duties, so as to complete their task(s) within the stipulated time frame given.

5.2 Conclusion

This study was able to identify what can be considered as the natural behavior that street level bureaucrats adopt when faced with various kinds of barriers when implementing a policy, and has been able to establish that one thing is not true: that information gap provides the most influence as a barrier on street bureaucrats in respect to policy implementation. What is true, therefore, is that time constraints provide the most influence as a barrier.

- ✓ The finding of the study shows that, exercising considerable flexibility is the preferred choice of behavior by street level bureaucrats who are faced with barriers while implementing public policies. This result is consistent with barriers such as time pressure and information gap, but less significant with barriers such as bureaucratic procedures and low motivation.
- ✓ The behavior which we thus consider as a natural response of street bureaucrats to barrier, arise in the fact that, the findings is consistent with theoretical postulations made by Lipsky (1980) and other empirical research findings, among which were carried out by Brodtkin (1997:28), Meyers and Vorsanger (2003), both in America, and Winter (2002) in Denmark. With this study providing the same result, we can conclude that the result can be generalized, therefore implying that, street level bureaucrats wherever they are ones

faced with barriers are more likely to adopt coping mechanisms (being flexible) by simplifying the implementation procedures of a policy which may hamper the overall policy achievements. What re-enforces this behavior on the part of the street bureaucrats, is the idea they have that developing such coping mechanism or being flexible with procedures, is the ideal method in which they can use to overcome the barriers and provide some level of implementation, successful or skewed.

- ✓ The finding of the study shows that time constraint, as a barrier, was found to provide the most influence on the behavior of street level bureaucrats, in contrary to what the literature suggested, which identified information gap to have the most influence. The function of time in this case, is largely the specific time target that the particular set of street level bureaucrats are giving to complete their tasks.
- ✓ Although what this research could not answer, what is the direct implication on the policies, these street bureaucrats implement, as a result of their coping behavior. What is needed to be known here is what kind of impact does the coping mechanisms street bureaucrats develop have on policy implementation. However, what we have presented provides a strong foundation to build on, and surely as we do so, we can provide solid knowledge which we can use to ensure increased policy implementation success.

5.3 Recommendations

Following the conclusion made, from the finding of the study, we make the following recommendations:

- ✓ Attention should be paid to the behavior of street bureaucrats on duties, in such a way as to ensure that the behavior they depict are those that will not compromise the policy in their care, so as to ensure more positive outcomes. This may be done by paying more attention to organizational structure at the lower hierarchical level where street bureaucrats operate; strengthening the structure to ensure more productive behavior.
- ✓ Policy executives can adopt a workable time management system that would ensure that street bureaucrats are not constrained as a result of time, which will help them manage other barriers that challenges them.

- ✓ Already in our conclusion we highlighted the fact that this study was unable to answer the question, what is the direct implication on the policies, these field bureaucrats implement, as a result of their coping behavior? Engaging in further research to find the relationship between field bureaucrats coping behavior and policy implementation, particularly within the Ethiopian context, will further improve understanding of the analysis of public policy implementation barriers.
- ✓ Also, further research can be carried out to identify more, specific, coping behaviors that field bureaucrats develop, in a range of diverse context of field level bureaucracy. For example, of teachers, doctors, police officers etc. Such researches can produce result than can help us determine if field bureaucrats adopt the same coping behaviors and if not, what differences exist. And further, if the impact on policy are similar or different.

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Appendix I – Questionnaire (English Version)



ADDIS ABABA UNIVERSITY

DEPARTMENT OF PUBLIC ADMINISTRATION

MASTERS PROGRAM IN PUBLIC MANAGEMENT AND POLICY

**Questionnaire for Yeka Sub-City Job Creation and Enterprise Development
Bureau Employees**

Dear respondents

I would like to express my deepest gratitude for your cooperation to express your real feeling in the questionnaire. This questionnaire is developed to examine your response towards Policy Implementation. I am Masters of Art candidate at Addis Ababa University School of Business and Economics Conducting a research entitled “**Effect of Policy Implementation Barriers on street-level bureaucrats: the case of yeka sub city job creation and enterprise development bureau**”. Finally, I assure you that responses would keep confidential as well as the data would use for intended purpose only and you didn't expect to mention your name in the questionnaire. For more information please contact me via +251-923-66-69-36, or E-mail address: *ermiasbelayehun@gmail.com*.

Thank you.

Faithfully,

Ermias Belayhun

Below are various questions which if completed would help achieve the objectives of this research.
 Tick the boxes that best describes your opinion.

Section A (Background of Respondents)

1. Sex:

Male Female

2. Length of service

0-10 Years

11-20 Years

21-30 Years

Above 31 Years

3. Organizational Status (Do you supervise employees?)

Yes No

4. When carrying out your duty of creating job opportunities what role do you adopt when faced with the following barriers:

	Flexible	Strict	Undecided
Time Constraints	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Information Gap	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Bureaucratic Procedures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Low Motivation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

5. When carrying out your duty of enabling the sector competent what role do you adopt when faced with the following barriers:

	Flexible	Strict	Undecided
Time Constraints	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Information Gap	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Bureaucratic Procedures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Low Motivation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

6. When carrying out your duty of expanding the sectors what role do you adopt when faced with the following barriers:

	Flexible	Strict	Undecided
Time Constraints	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Information Gap	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Bureaucratic Procedures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Low Motivation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Section C

Rate the level of influence the following barriers have on your work output.

7. Influence of Time Constraints

Very High High Fair Low Very Low

8. Influence of Information Gap

Very High High Fair Low Very Low

9. Influence of Low Motivation

Very High High Fair Low Very Low

10. Influence of Bureaucratic procedures

Very High High Fair Low Very Low

Section D

11. What values are most important to you when carrying out your job?

12. How do you deal with clients who do not meet the mandated requirements for creating job opportunities or enabling the sector competent standard as requested by the policy you implement?

13. What kinds of barriers do you encounter when carrying out your duties?

14. Of these barriers you identified, can you rate the barriers, according to that which provides the most influence on your job?

15. What do you do to overcome these barriers you face when carrying out your duties? _____

Thank you very much for your participation.

Appendix II – Questionnaire (Amharic Version)



SEEK WISDOM, ELEVATE YOUR INTELLECT AND SERVE HUMANITY !

አዲስ አበባ ዩኒቨርሲቲ የቢዝነስና ኢኮኖሚክስ ትምህርት ቤት

የድህረ ምረቃ የሕዝብ አስተዳደርና ልማት አመራር ትምህርት ክፍል

በየካ ክፍለ ከተማ የሥራ ዕድል ፈጠራና የኢንተርፕራይዞች ልማት ጽ/ቤት ሠራተኞች የሚሞላ መጠይቅ

ውድ የጥናቱ ተሳታፊዎች

በቅድሚያ ግዜዎን ሰውተው ትክክለኛና ታማኝ የሆነ ምላሽ ለመስጠት ፍቃደኛ በመሆንዎ ልባዊ ምስጋናዬን አቀርባለሁ። የዚህ ጥናት አላማ “**THE EFFECT OF PUBLIC POLICY IMPLEMENTATION BARRIERS ON STREET LEVEL BUREAUCRATS: THE CASE OF YEKA SUB CITY JOB CREATION AND ENTERPRISE DEVELOPMENT BEAREAU**” ላይ የሚያሳድርውን ተፅዕኖ ለመለካት እንዲቻል የተዘጋጀ ነው። በተጨማሪ ይህ መጠይቅ ለሁለተኛ ዲግሪ ማሟያ ጥናት በመሆኑ የሚሰጡት መረጃ በሙሉ በሚስጥር የሚያዝ እና ለዚህ ጥናት አላማ ብቻ የሚውል በመሆኑ ስምዎንም ሆነ ማንነትዎን በመጠይቁ ላይ መግለፅ አይጠበቅብዎትም። ለበለጠ መረጃ +251923666936 ወይም (ermiasbelayehun@gmail.com) ኤሌክትሮኒክ በላይሁን ብለው ሊያገኙኝ ይችላሉ።

አመሰግናለሁ.

ኤርሚያስ በላይሁን

ክፍል አንድ:- ከዚህ በታች ለተዘረዘሩት ጠቅላላ ጥያቄዎች የእርስዎን ምላሽ በሚገለፀው ሳጥን ውስጥ ብቻ ይህን ምልክት "✓" ይጠቀሙ፡፡

ክፍል አንድ (ጠቅላላ ጥያቄዎች)

1. የታ

ወንድ

ሴት

2. የአገልግሎት ርዝመት

0-10 አመታት

11-20 አመታት

21-30 አመታት

31 አመት በላይ

3. ድርጅታዊ ሁኔታ (ሰራተኞችን ይቆጣጠራሉ?):

አዎ

አይ

ክፍል ሁለት

4. የሥራ ዕድሎችን የመፍጠር ግዴታዎን ሲወጡ የሚከተሉትን መስናክሎች ሲያጋጥምዎ ምን ዓይነት ሚና ይጫወታሉ?

	ተለዋዋጭ	ጥብቅ	ያልተወሰነ
የጊዜ ገደቦች	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
የመረጃ ክፍተት	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
የቢሮክራሲያዊ አሠራሮች	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
የዝቅተኛ ተነሳሽነት	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

5. የዘርፉን ብቃት ማጎልበት ኃላፊነትን በሚወጡበት ጊዜ የሚከተሉትን መሰናክሎች ሲያጋጥምዎ ምን ዓይነት ሚና ይጫወታሉ?

	ተለዋዋጭ	ጥብቅ	ያልተወሰነ
የጊዜ ገደቦች	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
የመረጃ ክፍተት	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
የቢሮክራሲያዊ አሠራሮች	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
የዝቅተኛ ተነሳሽነት	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

6. ዘርፉን የማስፋት ተልእኮዎን በሚፈጽሙበት ጊዜ የሚከተሉትን መሰናክሎች ሲያጋጥሙ ምን ሚና ይጫወታሉ?

	ተለዋዋጭ	ጥብቅ	ያልተወሰነ
የጊዜ ገደቦች	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
የመረጃ ክፍተት	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
የቢሮክራሲያዊ አሠራሮች	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
የዝቅተኛ ተነሳሽነት	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

ክፍል ሶስት

የሚከተሉት እንቅፋቶች በሥራዎ ውጤት ላይ ምን ያህል ተጽዕኖ እንደሚኖራቸው ደረጃ ይስጡ ::

7. የጊዜ ገደቦች ተጽዕኖ

በጣም ክፍተኛ ክፍተኛ መካከለኛ ዝቅተኛ በጣም ዝቅተኛ

8. የመረጃ ክፍተት ተጽዕኖ

በጣም ክፍተኛ ክፍተኛ መካከለኛ ዝቅተኛ በጣም ዝቅተኛ

9. የዝቅተኛ ተነሳሽነት ተጽዕኖ

በጣም ከፍተኛ ከፍተኛ መካከለኛ ዝቅተኛ በጣም ዝቅተኛ

10. የቢሮክራሲያዊ አሠራሮች ተፅእኖ

በጣም ከፍተኛ ከፍተኛ መካከለኛ ዝቅተኛ በጣም ዝቅተኛ

ክፍል አራት

11. ሥራዎን ሲያከናውን ለእርስዎ በጣም አስፈላጊ የሆኑት የትኞቹ እሴቶች ናቸው?

12. የሥራ ዕድሎችን ለመፍጠር ወይም የዘርፉን ብቃት ማጎልበት የተፈጠረውን መስፈርት የማያሟሉ ደንበኞችን እንዴት ይመለከታሉ?

13. ተግባሮችዎን ሲያከናውን ምን ዓይነት መሰናክሎች ያጋጥሙዎታል?

14. ከእነዚህ እንቅፋቶች እርስዎ ከዘረዘሩት ውስጥ በሥራዎ ላይ ከፍተኛ ተጽዕኖ የሚያሳድሩትን መሰረት በማድረግ መሰናክሎችን ደረጃ መስጠት ይችላሉ?

15. ተግባሮችዎን በሚፈጽሙበት ጊዜ የሚያጋጥሟቸውን እነዚህን መሰናክሎች ለማሸነፍ ምን ያደርጋሉ?

ለተሳትፍዎ በጣም አመሰግናለሁ ::