

**EFFECTIVENESS OF PUBLIC SERVICE  
DELIVERY REFORM IMPLEMENTATION IN  
BAHIR DAR CITY ADMINISTRATION**

**(A CASE STUDY OF BARHIR DAR CITY SERVICE OFFICE)**

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## **Acronyms**

ANRS:	Amhara National Regional State
BPR:	Business Process Reengineering
COMMESC:	Common Wealth Secretariat
CSRP:	Civil Service Reform Program
CSR:	Civil Service Reform
ECA:	Economic Commission for Africa
FR:	Frequency
IMF:	International Monetary Fund
NPM:	New Public Management
NPR:	National Performance Review
OECD:	Organization for Economic Cooperation and Development
PSR:	Public Service Reform
PSRPs:	Public Service Reform Programs
ROM:	Result Oriented Management
SAPs:	Structural Adjustment Programs
SDR:	Service Delivery Reform
SPM:	Strategic Planning Management
TQM:	Total Quality Management
UK:	United Kingdom
USA:	United States of America
WB:	World Bank

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## **Abstract**

*Like many in Africa, the Ethiopian Civil Service has not been able to effectively carry out government policies and programs as well as to organize and deliver cost effective service for so long years due to a broad set of deficiencies. Consequently its role in promoting economic and social development remains limited. Recognizing this fact, the government has been implementing Civil Service Reform in general and Service Delivery Reform (SDR) in particular in all government institutions – i.e. at Federal, Regional and City Administration Levels - since 2001.*

*This research takes interest in assessing the effectiveness of the SDR. It also takes note of the achievements recorded and the challenges Bahir Dar City Service Office witnessed. For this purpose, the methodology used for the research was qualitative method supported by simple quantitative measurements, expressed in the form of percentages and tabular illustrations. The instruments used to gather data were observations, interview and questionnaires.*

*The major findings of this study were observed in respect to preparation made, achievements recorded and challenges encountered. Regarding preparation made to implement the SDR, it was found out that those elements of preparation that attracts theoretical support as prerequisites for successful realization of customer focused service delivery particularly that of capacity building and empowerment of employees were not practically considered at the beginning of the reform implementation in the office.*

*With respect to achievements recorded from SDR implementation, it was found out that despite the policy of SDR, which was intended to bring significant improvements in various dimensions of service quality particularly in attitudinal change, information openness, service accessibility and compliant handling, the achievement recorded so far in the aforementioned dimensions of the service quality in the Office of City Service remains limited. Similarly the actual impact of the SDR in terms of raising of client satisfaction and institutional core competence found yet to be realized.*

*The major challenges hindering the effectiveness of SDR implementation in the office emanate from weak institutional capacity, poor management practices and poor working ethics of employees. Specifically, the challenges encountered in the SDR in the office are lack of enough budget, shortage of skilled man power, lack of training, insufficient awareness, lack of consultation, lack of incentive, ineffective result oriented evaluation, inadequate authority delegation, mismanagement of time, high resistance of employees and low motivation.*

*Finally the recommendations forwarded are those that seek solutions for the challenges mentioned above. Among others, the need for consistent and continuous training, capacity building, strategic management practices, political commitment and result oriented performance are stressed in the recommendations forwarded.*

# **Chapter One**

## **1.0 Introduction**

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

While there is a consensus among experts and institutions that the development of the private sector is central to Africa's economic recovery, there is an increasing recognition that public sector institutions, in particular, that of the civil service is crucial. Public sector institutions in every African country are being called upon to create an 'enabling environment' for the private sector (Langsten, 1995:367). This means, among other things, providing a stable macro economic setting, improving service delivery to the public and structuring economic incentives for competition to the private sectors as well as developing infrastructure, adequate human resources and appropriate financial system (Langsten, 1995:367).

Despite of the above fact, still in many of African Countries Civil Services hinder rather than promote socio-economic developments since they are plagued with corruption and other misallocations of resources, ineffective service delivery, sub-minimum wage, compensation and promotion of unqualified staff. These problems have been complicated more, because of many of the dysfunctional elements help keep authoritarian regimes in power. Bureaucratic budget reflect the relative power of bureaucratic elites rather than the broad public interest (ECA, 2003).

Having become increasingly clear that the government machineries of African states must be reformed and the countries need to govern themselves differently, reforming the public sector and its institutions, the civil service in particular, became imperative. Recognizing this fact, many African Countries had been introducing fundamental changes in the structure and operations of their civil services since the 1980's.

Like many of the civil services in Africa, the Ethiopian Civil Service has so far not been able to effectively carry out government policies and programs as well as to organize and deliver cost effective services. Consequently its role in promoting economic and social development remains limited. Recognizing this fact, the country, as part of its general political and economic restructuring program, is undertaking comprehensive measures to restructure its civil services (Office of Prime Minister of Ethiopia, 1998).

Right after coming to power, the current government of Ethiopia initiated a first phase (1991-1996) overhaul and enhancement of the civil service system through retrenchment and redeployment program. While this was under way in 1994 the government established task force aiming to assess problems in the civil service system. The task force found that the orientation, attitude and work practices of the bureaucratic machinery were ill suited to the needs of the new policy environment of the country and recommended the need for comprehensive measures of restructuring (Office of Prime Minister of Ethiopia, 1998).

Consequently, the government initiated its second phase program in the form of Comprehensive Civil Service Reform Program (CSRPF) that included five major sub programs; top management system reform, human resource management reform, expenditure management and control reform, ethics reform sub program and public service delivery reform. In addition to these, it designed different policies, directives and strategies (Office of Prime Minister of Ethiopia, 1998). Of particular interest here is the service delivery reform sub-program (SDR).

Among the policies designed the first one is the adoption of public service delivery improvement policy (PSIP) by council of ministries in 2001. Since the country followed federalism type of government structure, the policy was not directly applied at regional levels. Rather the Regional

Government formulated and implemented their own policy on service delivery by adopting the content of the Federal Government policy to their specific conditions. To this effect the Amhara National Regional State (ANRS) formulated and implemented the public service delivery improvement policy since 2002/3. The overall objective of this policy on service delivery was to attain user satisfaction in service delivery in the civil service of the country. Its specific objectives were to ensure:

- Efficiency and effectiveness of service delivery in the civil service; i.e. reducing the burden of providing and receiving services and thereby facilitation of economic and social development.
- Equal access to government services and equal treatment of service users.
- That institutions are managed in such a way as to provide better quality services and are accountable for failure to do so (SDR sub program, 2001)

Moreover, the policy also designed specific instruments and directions to attain the overall and specific objectives of the policy. This includes such duties of service providers such as:

- Formulation of mission statement.
- Promoting positive attitude towards serving the public.
- Defining eligibility.
- Facilitating easy access.
- Coordinating related services.
- Establishing complaints handling mechanism.
- Providing adequate information.
- Consulting with service users.
- Setting service standards.
- Providing cost effective services.
- Promoting transparency (SDR sub program, 2001).

Since all government institutions at, both, federal and regional levels started implementing the Service Delivery Reform immediately after its adoption, it's wise to critically evaluate the status of implementation of the reform and its impact on the improvement of service deliveries institutions it has been underway.

Accordingly, this study attempts to assess the effectiveness of public SDR implementation in Bahir Dar City Administration, particularly, in the city service office. The office is selected as a case instance because of the fact that most of social and economic services are provided by it. Per day, the city service office renders services to several number of clients. Moreover, the decentralization scheme, which was pursued by the Country attempted to make *Wreda* and municipality (city service office) as centers of social and economic services.

## **1.2. Statement of the problem**

In the past 15 years progress on the macro economic front has been witnessed in Ethiopia. Yet the country still faces formidable challenges for increasing productivity and income. The country is far from ensuring sustainable growth and incidences of poverty are high partly due to low agricultural productivity as well as deficiencies in human resources that have a great impact on productivity.

In Ethiopia, deficiencies in human resources and institutional capacity as well as deficiencies in working system and process are among the causes constraining sustainable growth and perpetrating poverty Capacity shortcomings in some, inefficient public sectors and across various sectors of the economy have been witnessed. Various studies made in the area indicate that several problems contribute to poor service delivery by Ethiopia's civil service institutions, the major ones of which are : (SDR sub program, 2001: 56-57).

- Positive attitude towards public service has not yet developed to the desired extent.
- Insufficient recognition that citizens have rights to receive services from government.
- Lack of accountability in civil service institutions for failure to meet expected performance standards.
- Service delivery in many civil service institutions are based on long time consuming, excessively hierarchical organizational structure and obsolete management practices.
- Services are in most cases provided in a manner that suits the administrative convenience of the service providing institution rather than meet the needs of the recipients.
- Civil service institutions tend to concentrate more on concerns for inputs and routine activities than on achieving tangible outputs by way of implementing government policies and programs as well as improving services.
- The public is seldom given clear and adequate information on the availability of particular services and the conditions required to get them.
- Civil service institutions are sole providers of some services.
- Most of the institutions do not have any, formally constituted, established mechanism for handling complaints.
- Service users are rarely consulted about their needs.
- In the planning processes of many government institutions, improvement of service delivery is not given sufficient attention.
- In many cases the level of initiative and commitment to improve service levels is much below the desirable.
- Resource constraint hampers improvement of services from reaching desired levels.

- Inconsistency of regulations and guidelines governing institutions that provide related service as well as lack of coordination and cooperation among various departments within an institution and between (horizontally) related institutions often hamper efficiency of service delivery.
- Human resource management system and conditions of work in the civil services do not motivate employees to provide quality service.
- Service users are often unaware of their rights and obligations pertaining to services and they at times tend to resort to illicit means of getting the services (SDR sub program 2001: 56-57).

As a result of these and other problems and drawbacks, the civil service has so far not been able to effectively carry out government policies and programs as well as to organize and deliver cost effective services. Consequently, its role in promoting economic and social development remains limited.

Besides, the fact that the civil service, on several occasions, has not been able to properly address the rights of service users to get public services in a fair and equitable manner has contributed to the prevailing negative perception among the public about the efficacy of government institutions.

The Ethiopian government, understanding well the importance of dealing with these problems, has thus adopted capacity building strategy which consists of many programs including that of civil service reform. Thus, to address the wide array of capacity constraints that hinders the performance of public institutions in Ethiopia, the government embarked on a comprehensive civil service reform program (CSRP) in 1996. The CSRP sought to build a fair, transparent, efficient, effective and ethical civil service system, focusing primarily on improving public service

delivery through efficiency and developing a working system that ensures accountability and transparency. To this effect, in 2001 the Public Service Delivery Improvements Policy (PSIP) has been designed, its directions and strategies being to realize the service delivery reform. This was because the government believed that the efficiency and effectiveness of the civil services in general and that of service delivery in particular is of vital importance for the successful implementation of all its policies and strategies (SDR sub program, 2001). Besides, public service delivery improvement contributes to the establishment of an administrative machinery that can be helpful in facing the challenges of the 21<sup>st</sup> Century. To this end the program has been put into effect in a number of government offices, both at federal and regional levels since 2001/02 and 2002/03 respectively.

Given the deep-rooted problems in the Ethiopian civil service system, the introduction of the public service delivery reform is imperative and is vital especially when considering the social, economic and political reform the country is planning to undergo. Moreover, the reform is necessary since the ineffectiveness of service delivery in civil services can threaten all development efforts and can adversely affect all government activities, the whole economy.

Although the introduction of the reform program is the prerequisite for service delivery improvement in the civil services, what matters in real improvement of service delivery is whether the reform is successfully implemented or not; which in return depends on the context in which the reform is implemented and the specific organizational conditions surrounding it (Polidano 1999:5).

In Ethiopia, the political commitment to reform is often criticized as inadequate. Since many institutions are lacking visionary leadership, organizations are not consulted and motivated when they should have

been, clients' interests are not consulted and accountability relationships between government and public service providers has not been clarified, etc (Paulos, 2001; Halefom, 2006).

In Africa, there appears to be a view that implementation of any reform is doomed to be entirely a story of failure. The few studies that have been conducted on the current public service delivery reform implementation status at federal level institutions of Ethiopia showed that the reform was not implemented as it was intended due to lack of institutional capacity, official resistance to change, employee's poor work ethics etc. (Etefa 2006; Halefom 2006).

However, since the service delivery reform program has been put into effect recently, it will be too early to conclude about the reform's success or failure. Rather those few studies conducted provoke the need for more and detailed studies on the real image of the reform implementation in different institutions. Besides, the previous government survey on the service delivery reform implementation focused at federal and regional bureau level institutions, despite the fact that *wereda* and municipality levels are the center of social and economic services. Consequently, the reform implementation images at the *wereda* and city service office levels still remain potential areas requiring thorough searching.

Keeping this in mind, this study attempted to assess the effectiveness of public service delivery reform implementation in Bahir Dar City Administration Office of City Service.

Basically, the Bahir Dar City Administration Office of City Service is one of the key executive bodies of the city administration that has been reestablished by proclamation No 91/2003 of the Amhara National Regional Council. In the present city administration structure this office is responsible to render all urban services except those belonging to

sectoral offices in the city administration. The office is directly accountable to the mayor's committee and works like the previous municipal structure. It envisaged its vision: as to see that the city shall be a more comfortable habitat for living and working through its investment and tourism development. And its mission, as to facilitate the situation whereby good governance is promoted, ensuring that citizens and other clients benefit from the provision of fair and simplified services.

The city service office, having its own vision, mission and specific objectives, began implementing CSR in general and SDR in particular immediately after its adoption by the Regional Council – since November 2002.

Actually, this study is interested in assessing the effectiveness of SDR implementation in the office in light of the preparation made to implement it. It's also interested in the achievements and impacts that resulted and the challenges encountered so far. By doing so this study attempts to address the following basic research questions:

1. What preparations are made to implement the service delivery reform in the city service office under study?
2. How well did the office under study implement the service delivery reform? What achievements are recorded?
3. To what extent did the service delivery reform implementation help alleviate the problems of service delivery, raising of clients' satisfaction in the office?
4. What major challenges are in set that affect the effectiveness of the reform implementation in the office under the study?

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

### **1.3.1. General objective**

The general objective of this study is to assess the overall effectiveness of the public service delivery reform that is being implemented in Bahir Dar City by the City Administration Office of City Service. It tries to find recorded achievements and challenges thereof in light of the preparations made to implement it.

### **1.3.2. Specific Objectives**

The specific objectives of this study on the effectiveness of public service delivery reform implementation in Bahir Dar by the City Administration Office of City Service are to:

- Identify the preparations made to implement the service delivery reform in the office and, thereby, its effect on the implementation success.
- Investigate the extent to which the service delivery reform has been implemented in the office and hence improvement of service delivery.
- Assess the extent SDR helped alleviate the problem of service delivery.
- Assess how much SDR helped raise service users'/clients' satisfaction with the office.
- Identify the major challenges that affect the ongoing implementation of public service delivery reform in the office.
- Recommend possible actions to be taken and strategies to be followed to improve implementation of SDR in the office.

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

The significance of this will be in that:

- It helps officials of the Bahir Dar City Administration Office of City Service to see to what extent their office implemented the SDR; i.e. helps them identify their strengths and weaknesses. Hence the officials can benefit from such information in their attempt to improve the service delivery to their clients.
- The outcome will provide information on the key challenges that affect the performance of the Office in SDR implementation as well as provide the possible solution for alleviating them.
- The outcome of this study will provide valuable information to other regional and federal government institutions about actions to be taken and strategy to be followed for successful implementation of service delivery reform.
- It may also serve as a spring board for further and detailed study on the service delivery reform implementation in the region as well as add some knowledge in the issue of reform implementation in the country.

## **1.5. Research Methodology**

Since this study was an attempt to assess the effectiveness of public service delivery reform implementation in Bahir Dar City Administration office of city service in descriptive way, it relies on qualitative method supported by simple quantitative measurements expressed in the form of percentages and tabular illustrations. Therefore, descriptive method of research was adopted in carrying out this study.

## **1.6. Sources of Data**

### **1.6.1. Primary Data Sources**

In this study both primary and secondary data are used. The primary data for the study were gathered through direct observation in the office, by conducting interview with senior officials of the office as well as by administering questionnaires to sample clients and internal staff respondents of the Office.

### **1.6.2. Secondary Data Sources**

The secondary data used in this study was collected from various documents of the Office, Amhara regional government policy of service delivery reform; published and unpublished documents of the Amhara regional government that have importance to service delivery reform, manuals of Office of the Prime Minister (OPM) and that of Ministry of Capacity Building, which are related to the reform, published and unpublished books, articles, journals etc.

## **1.7. Sampling**

### **1.7.1. The Target Population (Sampling Frame)**

Since this study was aimed at assessing the effectiveness of public service delivery reform implementation in Bahir Dar City Administration Office of City Service in light of the preparations made, achievements recorded, extent of clients satisfaction and challenges thereof, it was assumed that studying the situation from both the service provider and receiver points of view to be appropriate.

Hence, both clients' survey and internal staff attitude assessment was conducted in the study. To this effect, 315 internal staff with the Office (3 top management, 24 middle management employees including 15 team leaders and 288 non management employees) and 1000 clients (estimated number of clients served by the Office within 10 consecutive

working days) were framed as target population of the study. Therefore, the total number of target population in this research was 1315.

### **1.7.2. Sampling Method and Sample Size**

To select representative sample respondents from the above sample frame, the researcher used purposeful and convenient sampling method. Accordingly 33 internal staff members (13 middle level management employees, who participated in SPM and BPR from different departments and sections and 20 non management employees who served the Office both before and after SDR) and 100 clients (using convenient sampling method) directly from the point of service delivery were selected as sample respondents for the study questionnaire.

Therefore, the total sample size (both staff and client) in this research was 133, which is close to 10% of the target population (1315/133).

## **1.8. Data Collection Tools And Data Analysis**

### **1. Questionnaires**

One of the data collection method used in this research was questionnaire that consisted both, open ended and close types of questions. The researcher prepared two questionnaires. The first was prepared for the staff of the Office, while the second was prepared for clients/service users. To prepare the questionnaire the researcher explored the policy context designed by the Federal Government and the ANRS as well as the lessons gained from the theoretical framework of the study and other similar studies on the area. The sample of the study questionnaire is attached as appendix II and III.

## **2. Interviews**

For the purpose of assessing the preparation made to implement the SDR as well as other aspects of the reform implementation effectiveness in the Office, structured and unstructured interviews were designed. The interviews were then conducted with two senior management staffs of the Office, separately. The sample of the interview checklist is attached as appendix I.

## **3. Observation**

In addition to the above tools the researcher attempted to get first hand information about some aspects of the reform such as availability of customer compliant handling mechanisms and organization mission and vision. He also looked for sign posts at appropriate places of the Office, employee's punctuality and treatment of clients, etc. through direct observation.

### **1.8.1. Data Analysis**

Primary data collected via questionnaires were coded and organized. Similarly, data obtained from the interviewees were arranged. The organized data was presented in one or the other form of table accompanied by the necessary, qualitative and quantitative interpretations. Based on the analysis of the data summary, conclusion and recommendations were given.

## **1.9. Limitation and Scope of the Study**

### **1.9.1. Limitation of the Study**

Some of the major limitations encountered were:

- Absence of relevant documents in the Office.
- Lack of respondents willingness to fill the questionnaires
- Budget and time constraints.

### **1.9.2. Scope of the study**

Due to time and priority interests, this study was delimited to only the service delivery reform, that was introduced during 2002/'03 in Bahir Dar City Administration Office of City Service.

### **1.10. Organization of the Study**

This study has four chapters. The First Chapter deals with background of the study, statement of the problem, objective and significant of the study, research methodology, sources of data, sampling, data collection tools and data analysis, limitation and scope of the study as well as organization of the study. Chapter Two contains the theoretical framework of the study. Chapter Three presents and analyzes all collected data. The last chapter gives summary, conclusion and recommendations. Vital documents are annexed at the end.

# **Chapter Two**

## **Theoretical Framework**

### **2.0 Introduction**

This chapter deals with the theoretical framework of the study. Although there are different models or strategies that can be utilized in public administration reform, the New Public Management (NPM) model is the one used as theoretical framework in this study. This is due to the fact that many of the developed as well as developing countries are embracing most elements of NPM in their attempt of reforming their respective public sectors particularly their civil service. It is also due to the fact that the civil service reform programs of these countries are based on this model and in line with the concepts of the NPM. It's also because this model is the most prevailing one in public sector reform programs.

Moreover, the NPM states that the role and institutional character of the state and that of the public sector should be more market-conscious and private sector oriented – which is in the context of IMF and World Bank supported structural adjustment programs' (SAPs); which, actually, is considered as the most essential driving force of public service reform programs by almost all developing nations.

Prior to dealing with the other issues in the theoretical frame work, therefore, this paper begins by giving an over view of NPM; its causes, its specific characteristics as well as its practices.

## **2.1. What is the New Public Management (NPM) Model?**

### **2.1.1. Meaning and Importance of NPM**

New public management, new managerialism, market based public administration or reinventing government are a few incarnations of a new model of public sector management which dominated the public administration reform in both developed and developing countries (Sapru, 2000:370).

It is argued that this new model represent a paradigm-shift from a traditional model of public administration; which tended to be rigid and bureaucratic, based on processes instead of outcomes and on setting procedures to follow instead of focusing on results, to the new managerialism or what is popularly known as new public management (Sapur, 2000:371).

Despite the fact that the NPM has been the new paradigm for public administration at least for the last two decades, it still defies precise definition (Common, 1998). According to Jreisat (2002) NPM is described as a remarkable change that has been sweeping public management in the industrial system around the world without any precise definition so far. He also adds that different countries and scholars give different meaning to it.

To start with, in the U.S. America, fostering competitiveness, even privatization and downsizing of government programs, the NPM conjures familiar images of re-invention that apply market economic practices. Scholars and practitioners in the U.S.A. often loosely equate the NPM with notions of reinventing government movement, reforms espoused by Clinton's National Performance Review (NPR) and often with some tenets of total quality management (TQM) (Jreisat,2002).

In Common Wealth Countries, NPM has become convenient short-hand for a set of broadly similar administrative doctrines which dominated the public administration reform agenda of most OECD countries; notably UK, Newzealand and Australia, begining from the late 1970s (Commsec, 2002). It captures most of the structural, organizational managerial changes taking place in the public services of these countries (Larbi, 1999:12).

The term NPM has been defined by different scholars, in different ways. To quote, Pollit (1995) cited in Minogue (1998) saw NPM as “a shopping basket”, which countries choose from to improve their public sectors. In similar vein, Ferile et al (1996) cited in Olowu (2002:5) described NPM as an empty canvas on which one can paint whatever one likes. Others, at best located NPM in the “theoretical framework” as a strong intellectual paradigm, based on management science and Public Choice theory. Hogget (1994) cited in Common (1998) described NPM more broadly as a collection of more flexible strategies, interms of service delivery and human resource management. NPM had also been taken as the reassertion of traditional public administration plus the introduction of managerial techniques and ‘market values’ by many proponents of this new paradigm (Lane, 1993; Combos, 1998). For Skelly (2002:168) NPM is a model weeded to substituting business management and market mechanisms; “good things” for “evil and failing” government bureaucracy. Similarly, Hood (1991:2) defined NPM as an ideological system of thought based on ideas generated in the private sector and imported into the public sector.

From what has been cited above and Jreisat (2002) points, there is no established agreement on exactly what the NPM is let alone when it started. Moreover, some scholars, having been in the fore front of public management discourses for over three decades, even argued that NPM

can hardly be hailed as new, today (Shand, 1996; Skelly, 2002). In this respect Shand (1996:9) argued that:

*“Public sector management reform is, of course not new. In the last thirty years many countries have pursued ‘micro’ reforms described variously as program budgeting, management by objective and accountable management to name but a few. And many individual organization at both the national and local government level have developed their own initiatives focusing on efficiency, effectiveness and customer service (in some case this raise questions about the value added by ‘central’ initiative). But generally what appears to be different about the current reform is there is greater scope, involving in many cases significant change to the boundaries and structures of the public sector, a greater sense of urgency and a more compressive or strategic approach to reform recognizing the interdependence of different aspects of reform. NPM thus is not now generally regarded as another passing “Fad”.*

Accordingly, NPM has been many things to many people and it is fact that literature on NPM does not exhibit uniformity on exactly what it means, when it started and what it constitutes. However, despite this fact, the NPM has come to dominate thinking about public sector reform by both practitionares and academic alike (Polidano, 1999).

Moreover, as Minogue and his associates (1998) argue, though loose and often contradictory nature of many NPM doctrines are and appear to be applied in haphazard fashion, this lack of coherence has not prevented NPM from being taken as a new paradigm or ‘gold standard’ for the public sector.

Generally, what can be confidently said about the NPM is that it represents a shift from a traditional public administration to a modern

public management which assumes the private sector techniques should be imported to public administration and that politicians should be reestablishing their dominance over the administration (Verheigen, 1998; Sapru, 2000). In line with this Fox and Miller (1995) cited in Common (1998:60) argued that:

*“The traditional public administration paradigm, based on the Willson dichotomy, Taylor’s scientific management and Weberian hierarchical control is dead: we are now living in an age of ‘post modern public administration’. The irony is that separation of politics from administration, the removal of professional discretion over service delivery and the enhancement of the measurement and monitor capacity of government over public service delivery actually lies at the core of NPM”.*

Similarly Petter (1996:21) strengthens this argument by adding that whether administration change is being considered in most affluent countries of West Europe or the poorest countries in Africa, the operative assumptions appear to be that the best or even the only way to obtain results from public sector organizations is to adapt some sort of market based mechanism to replace the traditional public bureaucracy.

### **2.1.2 Causes/Driving Forces/ of NPM**

For over two decades, a wave of public sector management reforms has swept through developed, transitional and developing countries under the guise of NPM. Literatures marked that this wave of public sector management reforms what conventionally been labeled as the NPM or the new managerialism are a common response to common pressure (Minogue, 1998; Larbi, 1999; Sapru, 2000).

According to Polidano (1999), public hostility to government shrinking budgets and the imperatives of globalization are the crucial forces for the emergence and domination of NPM reforms. Likewise, Minogue (1998:17-

20) identifies economic and fiscal crisis, citizen pressure for quality services and the need to insert the neo-liberal ideology as the incentives for NPM reforms. In this regard Sapru (2000:370-371) points that the NPM is a new model of public sector management, which emerged in response to the challenges of globalization, international competitiveness and technological changes. In addition to the above, Larbi (1999:6-8) also included that in developing countries the NPM reform is promoted as a result of structural adjustment and economic liberalization policies in the 1980's and 1990's by the IMF and WB. Hence it is clear that NPM is a product of a combination of factors.

Generally a thorough, comprehensive review of the causes, factors that drive NPM reforms vis-à-vis developed and developing countries are presented in the table below.

Table 2.1 Summary of incentives for NPM reforms in developed and developing countries.

<b>Table 1 summary of incentives for NPM reforms in developed and developing countries</b>	
<b>Developed market economies</b>	<b>Crisis and adjusting economies</b>
<ul style="list-style-type: none"> <li>- Economic and fiscal crises in the 70s and 80s</li> <li>- Quest for efficiency and effectiveness in public services</li> <li>- Ascendancy of “new right”/neo-liberal ideas in policy making in the 70s and 80s: belief in markets and competition and minimal role for the state</li> <li>- Change in political context coming into power of conservative governments, e.g., in the united kingdom and untied states in the late 70s through the 80s</li> <li>- Development of information technology to facilitate and support change</li> <li>- Growth and role of a network of international management consultants who believe in the tenets of NPM</li> </ul>	<ul style="list-style-type: none"> <li>- Economic and fiscal crises of greater magnitude, plus increasing debt burden in the 70s and 80s</li> <li>- IMF/World Bank-supported structural adjustment lending conditions; efforts to reduce public deficits and redress balance of payment problems</li> <li>- Structural adjustment and economic liberalization policies in the 80s and 90s; efforts to reduce size and role of government</li> <li>- Political and policy instability, failure of public administration institutions and the need to reform them and build their capacity; collapse of communism and central planning, good governance requirements and its link to public administration and management reform; donor pressures</li> <li>- Learning from the experiences of developed countries; the demonstration effects of reforms in the United Kingdom and other developed market economies; policy transfer, technical assistance and the influence of international management consultants as advisors on reforms</li> </ul>

(Source: Larbi 1999:11)

As can be seen from the above table, it is apparent that economic and fiscal crisis were common driving forces for reform in both developed and developing countries, but the depth and nature of crises differed in the context of adjusting economies. As Larbi (1999:12) points, for most adjusting economies, reforms were driven more by external pressure and less by internal political leadership and ideology. The factor driving reforms were, in particular, structural adjustment lending conditions, which pointed towards market and private sector approach to public sector management under the guise of new public management (ECA, 2003:7)

### **2.1.3 Components/Elements of NPM**

As stated earlier, literatures on NPM lack uniformity on exactly what NPM constitutes. Rather a review of the literature suggests that NPM is not a homogenous whole, but rather has several, sometimes, overlapping elements representing trends in public management reforms in developed and developing countries (Larbi, 1999; Polidano, 1999; Olowu, 2002). Its component and features have been identified by a number of writers. Moreover, the elements emphasized by different scholars and prospective public sector innovators also differ (Subhash 2000:52). For purpose of convenience, some views of NPM proponents will be discussed and common components derived.

To start with, Hood (1991:4-5) considers the NPM as one comprising the following seven main elements:

- Hands on professional management in the public sector.
- Explicit standards and measures of performance.
- Greater emphasis on output, control and entrepreneurial management.
- A shift to desegregation of units in public sector.
- A shift to greater competition in public sector

- A stress on private sector style of management practices.
- A stress on greater discipline and parsimony in resource use.

Likewise, Rhodes (1991:1-2) saw NPM in Britain (the first country which initiated the privatization of public enterprises) as a determined effort to implement the “3 Es” of economy, efficiency and effectiveness at all levels of British government and argued that:

*“The NPM has the following central doctrines, a focus on management, not policy and on performance appraisal and efficiency; the desegregation of public bureaucracies into agencies which deals with each other on a user pay basis; the use of quasi market and contracting out to foster competition; cost cutting and a style of management which emphasize amongst other things output targets, limited term contracts, monetary Incentive and freedom to manage”.*

Verheigen and Coombes (1998:40-41) point that this new ruling paradigm of innovation in western European public administration typically advocates the following series of shifts of emphasis in the way public sector is organized and managed:

- A recommended shift of general emphasis from policy to management with administration becoming fully cost conscious in every action they take; and preferably, before making decisions.
- Cluster rather than the pyramids as the preferred model for the design of administration system (for example autonomous agencies form relationships with their home ministry on the basis of contracts).
- A process oriented administration gives way to an output oriented administration (hence the insistence on performance indicators, evaluations and performance related pay and quality improvement).

- Flexible provision of institutionalized products instead of collective provision (the customer replaces the citizen and the production line of public administration is broken down into individual pieces for contracting out or privatization).
- An emphasis on cost cutting rather than spending (The modern administrators motto is value for money that is to do more and better with less or the same).
- The purpose of ownership is seen as efficient management rather than possession (budgeting in terms of simple input/output quantities is replaced by accrual accounting, and all public services are considered for privatization, if their commercial viability may be sustained at less cost in the private sector).

On the other hand Osborne and Gaebler (1990) cited in Larbi (1999:14) in the U.S.A. are of the view that the government needs to be reinvented. According to them, the main components of the reinvented government should include NPM; decentralized government: promoting more flexible, less layered forms of organizations; catalytic government: steering not rowing, competition within public services may be intra-public or with a variety of alternative providers, driven by mission not rules, customer driven; result oriented government: funding outputs; not inputs; enterprising government: earning not spending; market oriented government: leveraging change via the market; anticipatory government: prevention rather than cure.

Finally for Shand (1996:12-13) the major NPM doctrines of what must be done are that:

- A closer focus on results, in terms of effectiveness and efficiency and service quality.
- The replacement of highly centralized hierarchical organizational structures with decentralized management environment where decisions on resource allocation and service delivery are taken

closer to the point of delivery and which provide scope for feedback from clients and other interest groups.

- Flexibility to explore alternatives to direct public provision which might provide more cost effective policy outcomes.
- New personnel management policies to provide greater flexibility in the deployment of staff (example through multi-skilling).
- The use of mechanisms to improve performance such as contracting and creation of competitiveness and market environments within and between public sector organization.
- Incentives to improve performance (or at least removing disincentives) through enabling organizations to retain a portion of saving from improved performance.
- The strengthening of strategic capacity at the center to 'steer' government to respond to external changes and diverse interests quickly, flexibly and at least cost.
- Greater accountability and transparency through requirements to report on results.

The above few of scholar's conception of what the NPM constitute, clearly shows that the new paradigm constitutes a comprehensive set of elements that touch the whole area of governmental structures and activities. Moreover, as it is stated previously, components of the NPM identified by those of the above few scholars suggest that NPM is not a homogenous whole but rather has several, sometimes overlapping elements. However they do have some points in common, which can be considered to be the main elements in the new public management model (Osborane and Gabler, 1990; Hood 1991; Rohdes, 1991; Shand, 1996; Larbi, 1999; Verhijen, 1998; Commesec, 2002). These included:

- Locating professional manager and given active, visible discretionary control over a public entity with clear allocation of responsibilities and corresponding accountability.
- Replacing traditional 'tall hierarchies' with flatter structure formed and reformed around specific process and hence realize decentralized management autonomy.
- A greater use of private sector style of management practices in the public sector aimed at changing work force attitudes from public sector type of complacency and status-quo orientation to a more private sector type, vigorous and proactive orientation. Such style of management includes short term employment contracts, strategic planning, performance agreements, performance based pay systems, new management information system and use of monetary incentives rather than non-monetary ones.
- Shift to desegregation of units in the public sector by breaking up formerly 'monolithic' traditional bureaucracies into corporized units or separate agencies.
- Greater discipline and parsimony in the use of resources through cutting direct costs and raising of labor discipline.
- Introducing more competition in the public sector by the use of competitive public tendering procedures and term of contracts as well as flexibility to explore alternatives to direct service provisions.
- Development of 'public service orientation' focused on the public as its client with demand led services responsive to the needs of those being served.

As can be seen from the above discussions, the common components of NPM indicate that this new paradigm represents a major shift from traditional public administration to public management; an intentional movement from bureaucracy to more flexible organization where organizational and personal objectives are to be set clearly in order to measure their achievement through performance indicator; shift from

input orientation to output and result orientation as well as government functions are more likely to face market tests such as contracting. Moreover, as Larbi (1999:13) points: the doctrinal components of NPM have been expanded upon and have evolved over the past decades. For instance the core idea of UK's citizens' charter initiatives, launched in 1991, added a consumerist dimension to public management.

#### **2.1.4. NPM in practice**

As Olowu (2002:65) noted, despite the controversial nature of NPM in terms of its meaning and components as well as its criticisms, there is a consensus today that NPM has made an important contribution to public administration in all countries. The following sub-sections present NPM experiences, in light of some of its elements as follows:

##### **2.1.4.1 A Client or Customer Focus**

One of the main elements in NPM is improving service delivery and emphasizing the citizen as the customer (Hood 1991; Shand 1996; Joaquim, 2000). The development of customer or focus on the user in the public sector in order to achieve a more responsive bureaucracy has become an emerging concern in many countries and indeed the provision of public goods and services have invariably become critical issues in current reform efforts (Pinto 1998:387). As Holmes and Shand (1995:564) point out, establishing service delivery orientation has become a wide spread reform target and an emphasis on customer or user support in the public sector is now part of an overall focus on performance and on achieving a more responsive sector.

NPM calls for extensive use of techniques such as listening to employees, who are in the front line; survey hearings, systematic analysis of complaints, customer(citizen)councils and experimentation (test marketing) as well as range of feed back mechanisms such as suggestion boxes and program evaluation (Joaquim, 2000:1-2). In these regards, the

UK citizen's charter is probably the best known example (Shand, 1996; Verhijen, 1998; Joaquim, 2000; Commesec, 2002; ECA, 2003)

In 1991, the British Government launched the citizen charter: it was designed to raise the standard of public services and makes them more responsive to their users (Shand, 1996; Joaquim, 2000; ECA, 2003) and to encourage public servants to think about what they do in relation to how it affects their customers. As Shand (1996:12) points out these initiatives involve consultation with clients about what they want and aspects of service they particularly value; much more information on available service may be provided. Commitment to provide a certain type, volume and quality may be made and performance measured against their commitments; they provide greater client choice and compliant redress mechanisms. Services may be tailored to individual needs rather than standardized. Empowerment of staff to respond appropriately to client requirements was also stressed. Citizen charters also existed in both South Africa and Zimbabwe (ECA, 2003:32). The same source also points out Ghana and Uganda have also shown good practices in customer oriented public services. According to ECA (2003:32) in Ghana the public service reform program is a sub component of the country's national institutional renewal program and, amongst other focuses on the development of customer service orientation, promotion of cost and time consciousness in the civil services and information management systems. The public service reform program in Uganda has focused mainly on transformation of public service organization with customer-oriented service delivery units. Substantial powers and resources have been delegated to lower level service delivery agents and also capacity building programs have been implemented that aim to introduce client oriented attitudes in public service (ECA, 2003:32). Moreover in Uganda, the service delivery survey was developed by the government to determine a base line or pre-reform service indicators (Langsten, 1995:371).

Generally in a number of countries, these reforms have a strong element of de-bureaucratization or simplification of administration: public servants get to be perceived as existing to help citizens, not to make their lives difficult (Shand, 1996:13). The practical experience of developing a customer serving civil service attested that such orientation must involve a major change in the mind-set of many in numerous public sector organizations together with all the difficulties it entails in staff motivation and organization. For instance Modisi (1996:77) points out that achievement of customer service orientation in Botswana springs from a mental attitude that constantly strives for and achieves improvement in changing circumstances. Moreover, as Shand (1996:14) noted: a client focus also has a management dimension with public service organizations. According to him, support units (accountants; personnel units, etc.) exist to provide a service to operational parts of the organization. They do not exist as end in themselves. Their performance may be considerably improved if they can become client focused.

#### **2.1.4.2. Devolution**

As styled by many authors (Hood, 1991; Rhodes, 1991; Shand, 1996) devolution is the key strand of NPM. As Shand (1996:14) points out devolution has the following, related elements:

- Devolution of responsibility to other levels of government.
- Devolution from center to operating departments, including the setting up of autonomous agencies.
- Devolution with the organization.

According to him, in the latter two cases, a significant feature has been the removal of unnecessary perspective rules and regulations.

On the other hand Larbi (1999:17) and ECA (2003:54), conceptualized this element of NPM as decentralized management with the following five dimensions:

- Breaking up of monolithic bureaucracies into autonomous agencies.
- Devolution of budgets and financial control.
- Promotion of Quais markets in public sector transactions.
- Separation of production and provision functions.
- Development of new forms of corporate governance and board of director's models for the restructured public services.

Generally as component of NPM, devolution seeks to create simplicity within complex organizations and combine this with more flexible, result oriented and customer driven forms of management. Devolution entails the establishment of smaller business units within the public services with funding, other inputs and outputs as well as responsibilities, clearly delineated (Commesc, 2002).

To start with devolution of responsibility to lower levels of government bodies, in a number of countries especially in the developed ones, the devolution from national to lower levels of government bodies has been substantial and as Shand (1996:14) points, this devolution is significant and probably enduring change. But in some cases this devolution of both responsibility and finance has not been accompanied by clearly set accountability relationship between the levels of government. Arguably, if both responsibility and financing are devolved, democratic accountabilities/means that each level of government can keep to it's own/ turf without the need for such accountability arrangements (Shand, 1996:15).

Another element of devolution is that breaking-up of monolithic bureaucracies into autonomous agencies or what is commonly called agencification. Agencification basically requires the devolution of budgets to give managers increased control through which they are held responsible through performance targets (ECA, 2003:17). As Larbi

(1999:17) says, in principle those agencies have greater managerial flexibility in allocation of human resources (including right to hire and fire) in return for greater accountability for results. Among OECD countries the UK, Australia and Neawzeland provide some of the best examples of executive agencies (Shand, 1996; Verjhein, 1998; Larbi, 1999; Commesec, 2002). In Ghana and Uganda the customs and excise and internal revenue departments were hired-off from civil service to form separate agencies in the 1980's (Larbi, 1999; ECA, 2003). The rationale, like that of the executive agencies elsewhere, was to separate executive functions from policy making, free them from civil service rules and conditions and offer them better incentives linked to performance (Larbi, 1999:18).

In many countries there has also been a substantial freeing-up of centrally imposed rules on budgets and staffing matters. But as Shand (1996:15) points, while many governments have been prepared to free-up appointments, job classification and promotion processes, there has been much less devolution in industrial relation and pay fixing process. He also adds that as with any devolution there are concerns about, for example, merit and equity policies not being observed, that some public servants may be over classified positions and pay themselves too much and so on. But it is important to note that devolution of operational decisions does not mean freedom to do as one wishes. Rather, decisions are devolved within a policy framework and the manager must be held accountable for his decisions. Jervis and Richard (1996:10-11) cited in Larbi (1999) ascertaining this issue noted that the executive agency idea was born out of:

*“...the desire to remove framework of governce for public services from arena of contested democratic politics. Placing public services at arm's length from politicians was intended to give managers sufficient space to get on with management, within the broad framework laid for the public services”.*

However, agencification under the guise of 'let the managers manage' has been difficult to achieve in a number of countries. As Shand (1996:15) noted, an interest in compliance rather than performance, a view that managerial autonomy may give too much power to public servants at the expense of elected officials and fears of increased risk of "impropriety" have limited its progress. Some writers also point; devolution can encourage segmentalism; with units seeking to follow their own agenda and priorities with the overarching ministry reduced to a "holding company" and competition may begin to emerge between devolved units undermining cooperation and leading to opportunistic practices such as the poaching of staff (Common, 1998; Minogue, 1998). Moreover as some assert, this model of reform requires technological and human resource skills beyond the present capacity of many reforming countries especially developing ones and suggests that only the better endowed can hope to follow it (Numberg, 1995:41 cited in Minogue, 1998).

Despite the above difficulties and criticisms of agencification under the guise of "let manager manage", experience of OECD countries shows the following benefits of this model of reform (Commsec, 2002; 124):

- Reduce political involvement in administrative matter by delineating policy formulation and strategy from operations; elected representatives were freed from immersion in administrative detail, allowed them to concentrate on policy matters.
- Increased efficiency gave managers freedom to use resources in a flexible and responsive manner; inputs were combined more creatively to produce desired results, particularly where managers have an incentive to make saving, as these are not automatically allowed by the center.

- Enhance quality by delegating decision making powers to those closer 'to end user'. Service can be delivered, which are more sensitive to the user's needs.
- Enhance managerial accountability/reduce corruption: the development of the cost and performance center models makes the activities of managers and staff more visible, both, in terms of accounting for the use of budgetary resources and accounting for performance.

#### **2.1.4.3. Performance Contracting**

Another key trend in the NPM approach is performance contracting. As Minogue (1998:18) says, the NPM insists that structural reform is not an end in itself: the essential objective is that public service should be provided in the most appropriate and cost effective way. He argued that:

*“If managers are given greater freedom to manage, they must correspondingly be under obligation of accountability for their performance. This means meeting specified targets within specified resources. This can only be done through a system of performance management involving performance agreement and performance targets”*

Performance contract is defined as a written or negotiated agreement between government or its representative agency and management of public organization or units directly delivering public services, wherein quantifiable targets are explicitly specified for a given period and performance is measured against targets at the end of the period (World Bank, 1995:171 cited in Larbi, 1999:23). According to Shand (1996:16), these contracts may be between ministries and organizations and which specify the level of autonomy, expected results, accepted/agreed sanctions and required rewards. They may also include employment contracts for chief executives. Performance contracting may, as such,

modify old hierarchical relationships and involve sanctions and rewards and other incentives of both personal and institutional nature. It also illustrates the shift in emphasis from the input and procedure oriented control of the past to the new paradigm of output or result oriented control (ECA, 2003:22).

According to ECA (2003:23), whilst there have been some capacity constraints to implement performance contracting in public sectors in Africa, the World Bank has approved performance contract as one of the principle measures of reform for public sectors and the system has been adopted in a number of African countries including Nigeria, Ghana and Gambia. Study by the World Bank also identified 389 contracts in 28 countries, 136 of them in Africa (W. Bank, 1995 cited in Larbi, 1999:25).

Although performance contracting has doubtless benefits in terms of achieving accountability and improving service delivery, practical evidences show some difficulty in its implementation. For instance this appears to be a problem in the UK where the use of a relatively small number or broad performance indicators (frequently politically determined )reflect the private sector's "rough and ready" use of performance indicators; i.e. with insufficient regard to unintended or dysfunctional consequences (Shand, 1996:16). Study by Larbi (1998) on performance contracting in Ghana suggests that one of the main constraints was government's renege on its commitment. Moreover, prevalence of patronage system, low degree of cultural acceptance of the manager's right to make decisions, high degree of environmental uncertainty, complexity and/or vulnerability to politicization were identified as some of the major problems for the effective implementation of performance contracting in developing countries (Larbi, 1999:25-27)

The above few elements of NPM in practice show some evidences on the application of NPM, highlighting not just their benefit but also some

issues of implementation hurdles as well as to few extent the limits of this model of reform.

Given the previous discussion on meaning, causes, components and practices of new public management model of reform as a theme, in the following sub-section theoretical framework of public service reform will be presented.

## **2.2. Theoretical Frame work of public service reform (PSR)**

### **2.2.1 Meaning and incentives of PSR**

Public service reform or civil service reform or administrative reform is an interchangeably used term, which represents a wave of public sector management reforms that swept through developed, transitional and developing countries during the last two decades (Kiggundu, 1998; Larbi, 1999; Mutahaba, and Kiragu, 2002). The reasons, motives and expectations of PSRs vary from country to country over the years; however, some general trends have become obvious (Kiggundu, 1998:156)

In developed/industrialized countries, public service reforms/PSRs were to a significant extent linked to the neo-liberal ideology prevailing in many of those countries in the 1980s (Larbi, 1999; Mutahaba, and Kiragu, 2002). As Larbi (1999:5-6) points out, in developed economies such as the UK, Canada and Australia the crisis in Keynesian welfare state led to the search for alternative ways of organizing public services and redefining the role of the state to give more prominence to markets and competition and to the private and voluntary sectors. Likewise Epistien (1990) cited in Kiggundu (1998:57) says, in industrial northern countries, PSR was driven by ideology in response to citizens' and tax payers' demands for improved public services. Thus the ideology

postulated a diminished role for public sector and challenged state involvement in economic activity. In addition to this neo-liberal ideology, a combination of other pressures is also identified by writers as a force of PSR in developed countries (Kaul, 1996; Larbi, 1999). For instance Kaul (1996:19) identifies problems related to balance of payment and high level expenditure of government as incentives for PSR in Common Wealth Countries.

In transitional economies the goal was to break down authoritarian, institutional structures and expedite democratic development and economic market reforms (Chaudhry et al, 1999 cited in Minogue, 1998).

In developing countries, especially Africa and South America undertook the reform as direct consequences of the early experience of Structural Adjustment Program (SAP) and were mainly, if not entirely, externally generated (Kiggundu, 1998; Larbi, 1999; Mutahaba, and Kiragu, 2002; ECA, 2003).

### **2.2.2 Objectives of PSR**

As mentioned above although the reasons, motives and objectives of PSR vary from country to country, some common trends have been identified. In the developed countries, where the neo-liberal ideology was the dominant driving force, PSR was aimed at achieving a smaller role for the government at all levels, high level of private sector participation and reduced tax burden's (Epstien 1994 and Gore 1993 cited in Minogue et al, 1998). For transition economies the goal was to breakdown authoritarian, institutional structures and expediting democratic development and economic market reforms (Chadhry et al, 1994 and Schiavocampo, 1996 cited in Kiggundu, 1998:156)

On the other hand in developing countries, especially in Africa, where the factor for driving reforms were in particular structural adjustment

lending conditions, PSR initially aimed at to make Government lean and affordable through cost reduction and containment measures particularly through retrenchment (Mutahaba and Kiragu, 2002:52-53). This led some writers to equate PSR in Africa with job reduction. For instance MC court (1998:102) argued that:

*“PSR in developing countries has often been synonymous with Job reduction or more narrowly still, with the sacking of civil servants”.*

However as literature marked, apart from cost reduction and containment, PSR in developing countries focuses on capacity building for improved services as well as needs for improved efficiency in service delivery to citizens (Kiggundu, 1998; Mutahaba and Kiragu, 2002; World Bank, 2002).

In the nut shell, the purposes of PSR is to improve the effectiveness and performance of the civil service and its ultimate goal is to raise the quality of service delivered to the population, support economic and social development and to enhance the capacity to carry out core government functions (Adamolekun et al, 1996:50). Moreover, as World Bank (2002) noted, while the ultimate goals are to reduce poverty and enhance government’s effectiveness, public service reforms generally target more specific objectives. These range from objectives that are primarily structural having impact on service delivery and government effectiveness to objectives that have a more direct link to macroeconomic stability. The major objectives of PSR as per World Bank are presented in the figure below.

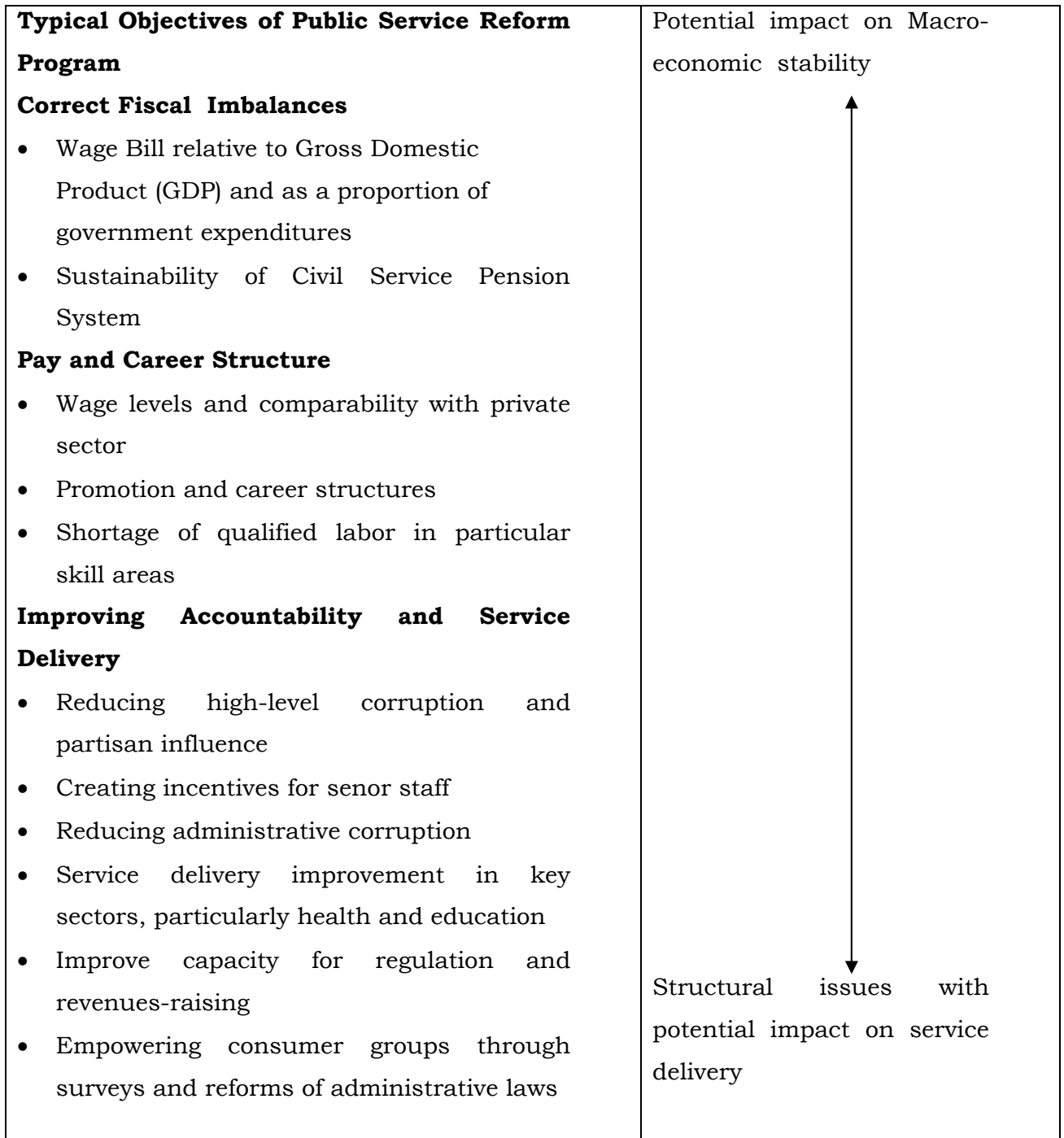


Figure 2.1 stylized representation of PSR program as World Bank.

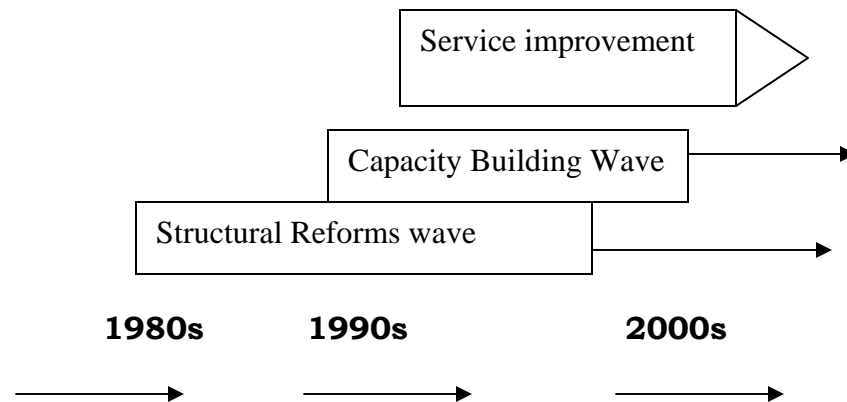
Source: Adapted from World Bank objectives of PSR/CSR programs (2002)

### **2.2.3 Historical overview of PSR and its Impact on service Delivery Improvement**

To date, international experiences in PSR are characterized by three planks (Mutahaba and Kiragu, 2002:52). According to this source the first wave focuses on the redefinition of the role of the state with a view to ensuring that it only performs functions that should be at the level of the state; leading the other functions to sub-national governments, the private and voluntary sectors. The second plank involves the adoption of efficiency measures to enhance public management performance. The measures include, among others, improvement of financial and personnel management systems with an emphasis on increased autonomy for managers (with corresponding responsibility), pay reform (linked to performance) and continued skill development and upgrading. The third plank is an emphasis on measures for enforcing the accountability of governors to govern through increased transparency, openness and citizen participation (Mutahaba and Kiragu, 2002:52).

Public service reforms, which have taken place in Africa during the last two decades are part of the above global phenomena (Lienert, 1998). However, most countries did not approach their reforms by focusing on the above planks/waves/ sequentially. There was considerable overlap among the waves. In other words, some countries had a pronounced element of the first and/or second plank while moving into the third wave in the reform programs. These three waves of PSRs in Africa are presented in figure below.

Figure 2.2 Three waves of public service reforms in Africa



Source: Mutahaba and Kiragu (2002:51)

As can be seen from above figure the waves are not neatly defined and there is considerable overlap. Nevertheless it may be generalized that:

- First wave: - covered the decade of mid 80's to mid 90's: Its distinctive features were its focus on restructuring the public service. This has been aptly described as the structural reform wave.
- The second wave was dominated in the late 1990s: Its predominant trait is capacity building.
- The third wave started about 2000, with the particular objective to underline improved service delivery (Mutahaba and Kiragu, 2002:51).

To begin with, the first wave it imputes emerged from the macro-economic and fiscal reforms that were embedded in structural adjustment program (SAP) sponsored by World Bank and IMF. PSR then sought to make government lean and affordable through cost reduction and containment measures, rationalizing the state machinery, divesting non core operations, retrenching redundant staff, removing ghost workers from the payroll, freezing employment and adopting measures

to control the wage bill and other personnel based expenditures (Mutahaba and Kiragu, 2002: 52-56).

To this effect, in many developing countries retrenchment of the staff has been the main tool for down sizing (Larbi, 1999; Kiragu, 2002; ECA, 2003). Uganda and Ghana for example have experienced massive cuts in the size of their civil services; in case of the former by almost half (Langsten, 1995: 375) and the latter by almost 40 percent since 1987 (Larbi, 1999: 20). The Zimbabwe civil service has also been cut by 12 percent since the commencement of its civil service reform in 1991 (Makumbe, 1997: 21 cited in Larbi, 1999) and size of Gambia, Kenya, Zambia and Tanzania civil service had also been cut (Larbi, 1999; Mutahaba, and Kiragu, 2002; ECA, 2003). The same was also true in Ethiopia (Paulos, 2001:9).

Down sizing the public service in developing countries has not, however, led to expected results. As Mutahaba and Kiragu (2002: 55) noted, structural PSR have had little positive direct impact. Rather as they point, in most instances it severely constrained both the capacity of the state to perform and affected service delivery adversely. As Larbi (1999:20) says, this down sizing of employees in developing countries has not lead to the expected budget saving that could be used to improve the salary and incentive of those who remain. The reason to this according to Larbi (1999:21) was the high cost of compensating those retrenched. Moreover the quantitative reduction in employment did not led to qualitative improvement in service.

In the nuts shell, the SAP driven PSR programs failed to impact positively on service delivery. As Larbi (1999) this was because of the initial wave of reforms did not pay much attention to staff moral, capacity building and other efficiency and productivity improvement measures. Moreover as Mutahaba and Kiragu (2002:61) argued:

*'Except those responsible for managing the macro economic situation, public service executives would seize every opportunity to block or reverse its implementation due to the fact that they were perceived to be externally driven and owned'.*

Hence there was no commitment to them by those involved and little or no public support for them.

From the above situation the reform themselves generate opportunities and pressure to take measures to improve service delivery, which provided the launching pad for the next wave of PSR program. Consequently, the second wave of PSR marks a shift from cost-reduction and cost-containment to capacity building. In this regard, key intervention in the next wave of PSR included:

- **Enhancing staff skill:** This aspect of the reform perpetuated past practices, but was heightened by sense of need to give more emphasis to on the job and short term training and to manage technical assistance (T.A.) differently.
- **Improving management systems and structures:** The systems targeted for improvement included those for human resources, financial and information management. Improvement in structure extended in some countries to encompass structural (as opposed with governance oriented) decentralization.
- **Restoring incentives and improving pay:** Negative incentives have also been included; i.e. sanction for non-compliance with new code of conduct.
- **Improving the work environment:** Elements of this have been identified to expenditure, office equipment and re-tooling (Mutahaba and Kiragu, 2002: 57).

Thus PSR launched in mid 1990's in most developing countries were mainly about capacity building in more broad sense. However, the capacity building oriented PSR did not have much perceptible impact on service delivery and the measures were in many instances piece-meal and fragmented (Mutahaba and Kiragu, 2002; ECA, 2003). One singularly significant shortcoming was the conspicuous absence of effective pay and incentive reform, which remain critical to sustainable capacity building. As ECA (2003:16) noted, even in countries that have made tremendous efforts to restore living wages in their public services, there remains the problem of paying competitive wages that will retain or attract the best staff. Consequently, morale and discipline in the public service remain low and unethical conduct in way of bribery and corruption were on the rise. In the circumstance, service delivery continued to deteriorate in most countries throughout the 1990's. Recognizing this trend is at the heart of the recent and ongoing initiatives to design the third wave of PSR programs which focus on service delivery improvement.

As Mutahaba and Kiragu (2002:60) noted, in addition to the perceived inadequacies of the first and second wave of PSR programs, the imputes focusing on service delivery improvement PSR originated from six factors. These are:

- The need to demonstrate early results from reform.
- Public demand for transparency and accountability.
- The shift to market economies and private sector lead economic growth.
- Influence of 'new public management'.
- The need for PSR programs to support sector wide approaches.
- The pursuit of an integrated system approach.

Driven by the above factors, service delivery improvement has become the dominant issue of public service reform in most of developing countries since 2000. Although the impact of this wave of PSR has not been fully assessed in most of the developing countries, the impact of the reforms in general are so far limited; especially with regard to improving service delivery due to a number of impediments (Kiggundu, 1998; Muatahba and Kiragu, 2002; ECA, 2003). In line with this, Numberg (1995:41) cited in Minogue (1998) noted that, almost all the assessment on the PSR implementation in developing countries, especially in Africa, scores less than a pass grade due to broad set of deficiencies. Similarly, ECA (2003) noted that during the last two decades, most of the African countries have embarked on comprehensive public service reform program and in many cases have received assistance from international institutions. However, despite the tremendous efforts and resources that have been allocated to these endeavours, progress remains scant and performance of such reforms remain hindered by a myriad of factors. Kiggundu (1998:168) on his side added that ‘the weakest PSR results are those associated with the actual impact on improving service delivery’. And he argued that:

*“There is hardly any objective evidence to show that PSR in most of developing countries has a sustaining impact on service delivery, citizen (customer) satisfaction, enhancement of civil service institutional core competence and capacities, transparency and accountability. Nor is there evidence to support PSR contributions to macro objectives such as better economic management, poverty alleviation and good governance” (1998: 168).*

Still, others view seems to suggest that the net impact of PSR may be negative and possibly counter productive. It described the results of public service reform program as stagnant and/or going backwards (one

step forward two step back) and said there was too much emphasis on logomachies (battle for words) rather than substance (Bay Legay,1995 cited in Kiggudu,1998).

Provided with this, in the following sub-section, some of the major challenges that hinder the effective implementation of PSR and their implication to curb the situation will be discussed.

#### **2.2.4. Challenges to public service reform implementation**

Several studies have identified common impediments to public service reform implementation, especially in transition and developing countries. These impediments include: lack of strategic visioning and leadership, lack of sustaining political and community support, lack of institutional capacity, poor management practices, declining public service ethics, low civil service moral, lack of stake holder participation, corruption, lack of reform consensus among domestic constituents, poor working condition, lack of clarified accountability relationship etc. (Numberg,1995; Langsten,1995; Mossis,1996; Kingudu, 1998; Mutahaba and Kiragu 1998; Commsec, 2002; ECA, 2003). Some of these challenges are discussed below.

##### **2.2.4.1. Strategic Visioning and integration**

One of the common challenges that hindered successful implementation of public service reforms and achieving of improvements in public service delivery is lack of strategic visioning and integration of the reform elements. As Kiggundu (1998:162-163) says, the first major impediment to effective PSR is that lack of strategic visioning linking public service reform to the broad aspects of the country political economy including governance, macro economic management, and social development. Instead, as he says, PSR in developing countries has tended to be seen

as discrete project often funded by external donors pushing different and sometimes conflicting agendas unrelated to the needs or realities on the ground. On similar vein, Mutahaba and Kiragu (2002:71) identified lack of comprehensive and integrated strategy which results in piecemeal and fragmented PSR as major impediment for effective and sustainable improvements of service delivery in Africa public sectors. Examples of such piece meal and fragmented PSR projects include downsizing without capacity building, capacity building with out pay reform and capacity building without service delivery focus.

#### **2.2.4.2. Political and leadership commitment**

Many scholars repeatedly mentioned that political and leadership commitment are the most crucial factors to successful implementation of PSR (Kaul, 1996; Kingundu, 1998; Minouge, 1998; Kiragu, 2002; Tiskata, 2003). Most of successful reforms are also politically driven at the highest level as was the case in most of Common Wealth Countries (Commsec, 2002). In line with cruciality of political commitment, Tiskata (2003) points that one of the most important elements of success in any reform environment is the political commitment. According to him lack of such political commitment was marked as a major reason for failure of PSR in Tanzania. Similarly Hibault (1996:97) identified that in Cote D'ivoire public service reform implementation was highly suffered from lack of political commitment. Bay Legay (1995) cited in Kiggundu (1998) on his side point mentioned that lack of strong, broad based and sustained support especially by both political leaders and technocrats as a challenge to successful design and implementation of PSR in Africa as in many developing countries. He also argued that:

*“Political commitment is invariably crucial but not secured and sustained only after one or few meeting and handshakes with top political leadership as was the case in most of developing countries. Rather it is a process which must be nurtured and reinforced throughout the various stages and levels of PSR conceptualization, design and implementation. Consequently, such lack of political and leadership commitment, resulting in entire reform efforts being perceived as externally driven with limited local understanding commitment and ownership.”*

Indeed, as Mutahaba and Kiragu (2002:73) noted the legacy of the pain of the SAP-driven structural PSR (i.e. retrenchment, employment freez, wage freez, cost sharing, etc.) still makes the general public and political leaders weary of reforms in most of African countries. They also adds that, in addition to this, lack of consultation and participation along with weak incentives undermines ownership and commitment to public service reform by the public servants. Generally in developing countries PSR implementation lacks an effective domestic support or champion by way of voice, input, resource mobilization or political pressure (Kigguindu, 1998).

#### **2.2.4.3. Institutional Capacity**

Another very well known constraint for effective implementation of PSR in developing countries is lack of institutional capacity. Kigguindu (1998:161) noted that in developing countries, PSR carries with a greater burden than most institutions have the capacity to deliver on that basis.

Literatures marked that most of the public institutions in the developing world suffer from lack of adequate quantity and quality of human resources, adequate physical infrastructure, office equipment as well as have budget constraints that ultimately affects their performance in general and reform implementation in particular (Grindle and

Hilderbrand, 1995; ECA, 2003). As mentioned by ECA (2003:24) most public service institutions in Africa lack the ability to formulate, implement and monitor policies, partly due to shortage of skilled man power, physical infrastructure and financial resources. Grindle and Hilderbrand (1995: 451) on their side assert that the vast systems and programs required for service delivery to grass-roots in developing countries suffered from shortage of funds, vehicles, building and maintenance equipment and supplies of needed materials along with poor salaries and incentives for employees. As a result of such capacity limitation, most public initiations in developing countries are unable to manage and coordinate the entire reform efforts, communicate with various domestic and international stakeholders, improve customer services, contain corruption and reduce cost and size while at the same time create an enabling environment for globalization and private sector investment and development (Kiggundu, 1998).

#### **2.2.4.4. Strategic Leadership/Management practices**

As styled by many authors (Kaul, 1996; Minogue et al, 1998) strategic management leadership is a crucial factor for effective and sustainable implementation of public service reform. Many authors agree that effective management increasingly requires strong leadership from the carrier civil service, quite apart from policy leadership of elected officials and political appointees. Every major study of effective change – including the ability to change an organizations culture – affirms the central significance of leaders within the organization; leaders committed to the organization’s mission and who are effective at rallying the troops around them (Kaul, 1996; Minouge, 1998). Among other things, strategic leadership on the part of the organizational manager requires to motivating and securing employees’ commitment towards reform implementation through creating conducive working environment and effective manpower utilization (Kaul, 1996:24). Moreover, as the experience of those countries which successfully implemented reforms

attested, the role of strategic management practices have a paramount contribution not only to get employee's sense of commitment and ownership towards successful change, but also helps to curb the possible resistive behaviour of employees (Comm.sec, 2002).

However, in most of the developing countries' public institutions, such management practices are absent and results in declining civil service morale and resistance to change as opposed to commitment and sense of ownership (ECA, 2003). As ECA, (2003: 37) noted in many of Africa's public services, inconsistent and poor management practices significantly contributed to low morale of civil services along with poor pay and ultimately it impeded successful realization of public service reforms.

#### **2.2.4.5. Civil Service Motivation**

Lam (1997) cited in ECA (2003:36) noted that declining civil service morale is an impediment to the successful implementation of any reform. PSR that focused on developing a customer service must have involved a major change in the mindset of many public sector organizations and overcome all the difficulties in staff motivation and organization this entailed (Shand, 1996:13). The argument is that PSR is unlikely to be successful if public servants regard themselves as being involuntarily pledged to perform to externally imposed standards without adequate terms and conditions of work. This is evidenced in most of the developing countries. As ECA (2003:34) noted: many public servants in Africa lack motivation and are most of the time demoralized due to low salaries, poor working condition and appointments based on criteria other than merit. Moreover, lack of consultation and participation made the situation worse in some countries. Consequently the civil servants lack motivation and morale and become pessimistic about any reform process. Moreover as Kittgard, (1996) cited in Common (1998) noted, in Africa, where most governments do not pay a minimum living wage to

their employees, remuneration and benefits are so low as to lead not only failure of reform implementation, but also to institutionalize corruption, laxity and general lack of discipline.

In addition to the above challenges, lack of performance based accountability relationship between politicians and implementing institutions is also mentioned by many as a major hurdle of successful reform implementation in most of the developing and transitional economies (Kiggundu, 1998; ECA, 2003).

The above discussion on the challenges of public service reform implementation highlights why PSR implementation was not successful as it indicates the unfulfilled, necessary conditions for the effective implementation of the reforms. These implied conditions, as can be derived from the challenges discussed, may include the following:

- It is essential to have political and leadership will; backing reform at the highest level of power. This means leadership must be prepared to install and support beachheads of reform throughout the civil service. Political will cannot be achieved without active public participation and communication. All partners with an interest in change must be involved. Only their participation can guarantee the success of any reform.
- Reform strategies of the public service, to be successfully impacted on service delivery improvement, should be comprehensive and integrated with its elemental components on the one hand and with the broad aspects of the country's political economy including governance, macro-economic management and social development on the other hand.
- For effective reform implementation, the civil service or the implementing institutions in general must be provided with adequate physical, human and financial resources.

- It is crucial to have strategic management leadership and conducive working environment which are characterized by merit based performance appraisal and adequate terms and conditions as well as pay and incentives to motivate the civil service towards successful development of reforms.
- Successful reform implementation requires clear, performance-based accountability relationship between politicians and officials.

Having such a theoretical framework emphasized on, both, new public management model and public service reform in mind, the next chapter will deal with the data presentation and analysis.

# **Chapter Three**

## **Data Presentation and Analysis**

### **3.0 Introduction**

This chapter primarily presents and analyses data gathered from the field on SDR implementation in Bahir Dar City Administration Office of City Service in light of preparations made, achievements recorded and challenges encountered so far. It also deals with data presentation on background information of respondents as well as the Bahir Dar city and Office of City Service. Accordingly each of sub topics of this chapter will be presented and analyzed as follows.

### **3.1 Background of Bahir Dar City and Office of City Service**

#### **3.1.1. Socio-Economic Profile of Bahir Dar city**

Bahir Dar City, which is the capital and seat of Amhara National Regional State, is located in North West Ethiopia between 11° 38' North Latitude and 37° 10' East Longitude. The contemporary master plan of the city encompasses a plot of land stretching up to *Yibab Eyesus* in the west, up to *Abunahara Dingile* to the south and up to *Igir Ber* and *Kutatina* pleatau to the East. The total area of the city is 16000 hectares (Plan and Capacity Building Service of Bahir Dar City Service Office, 2007). The study made by the City Administration (2004) revealed demographic, education, health and trade development activities of Bahir Dar town which are summarized below.

##### **3.1.1.1. Demographic Characteristics**

According to the 1994 Ethiopian population and housing census, the population size of Bahir Dar city was found to be 96,140 of which 45,436 were male and the remaining 50,704 were female (CSA 1994). However, on the base of the census practiced in 1994 the study conducted by the

city administration manifests the following population growth from 2004 to 2006 in Bahir Dar City.

Years	Population by sex		
	Male	Female	Total
2004	75901	84 702	160,603
2005	79 356	88 558	167,914
2006	82 812	92 413	175,225

Source: (Bair Dar city Administration: 2004)

The study has also indicated that the growth rate of the population in the city is 5.5%. According to this study the age structure of the population in the city, which is typical of developing countries, is characterized by much higher proportion of young age and low proportion of old age persons, reflecting the prevailing high fertility.

### **3.1.1.2. Education, Health and Trade Developmental Activities of Bahir Dar Town**

With respect to developmental activities in the education sector, the data obtained from the city administration indicated that as of 2004, there were 11 Kindergartens, 18 Primary Schools, 3 Secondary School, 6 Colleges and one Technical and Vocational School in the town of Bahir Dar (Bahir Dar City Administration: 2004).

Similarly, the data on developmental activities in the health sector revealed that in 2004 there was 1 Hospital, 1 Health Station, 1 Higher Clinic, 11 Middle Clinics, 9 Pharmacies and 1 Drug Shop in Bahir Dar; most of which are owned by private owners.

Aside from various small scale traders there are joint partnership associations, limited private associations, various shareholders'

associations, seven Banks and four Insurance Companies active in the trade sector (Bahir Dar City Administration: 2004).

### **3.1.2 Historical Development and Administrative Status of Bahir Dar City**

The historical development of Bahir Dar village is traced back to 14<sup>th</sup> Century in relation with the establishment of *urakidanemeheriet* that was then called *Bahir Dar kidanemhirt*. In the 17<sup>th</sup> Century, it was renamed to Bahir Dar Giorgis. It was established as an urban center during the Italian invasion (1935-41). It became first a *woreda* in 1942/3 and latter (in 1956) an *Aweraja* town. Originally the first master plan of the town was developed by an Ethiopian Engineer in 1947/48 and was revised by the same engineer in 1961/2. Accordingly, the town had municipality standard until it was reorganized into Bahir Dar Special Zone by 1994 and became the seat of the Amhara National Regional State (ANRS) (Plan and Capacity Building Service of Bahir Dar City Service Office, 2007).

The city has undergone numerous and various types of restructuring prior to current status. In 2000, the Regional Council proclaimed the status and respective duties and responsibilities of the towns of the Region. Following this, the town got a municipality status once again which was lost by the time it was organized into Bahir Dar Special Zone. In 2003, again ANRS Council Proclaimed the establishment and organization of urban centers of the Region and defined their power and duty (council of ANRS Proc No. 91/2003). According to this legislation urban centers in the Region are broadly classified into three different categories as city administration, municipality town and emerging towns. As table 3.1 shows, each of these urban center categories, except the last one, have their own sub-categories with associated parameters that serve as bench-mark to classify urban centers accordingly. Based on this classification, Bahir Dar has acquired city administration status with a special category of metropolitan city by annexing rural kebeles such as

*Deshet, Abraje, Werb, Quaratsion, Zenzelma, and Woramit.* The city then is reorganized into 9 urban and 4 rural kebeles.

**Table 3.1 urban center classification of Amhara National Regional state.**

<b>Urban Center Category</b>	<b>Sub Classification</b>
City Administration Cities	City administration
	Amalgamated city administration
	Metropolitan city administration
Municipal Towns	Leading municipalities
	Sub municipalities
Emerging Towns	No sub classification: conglomerates of communities in transition to be urban center

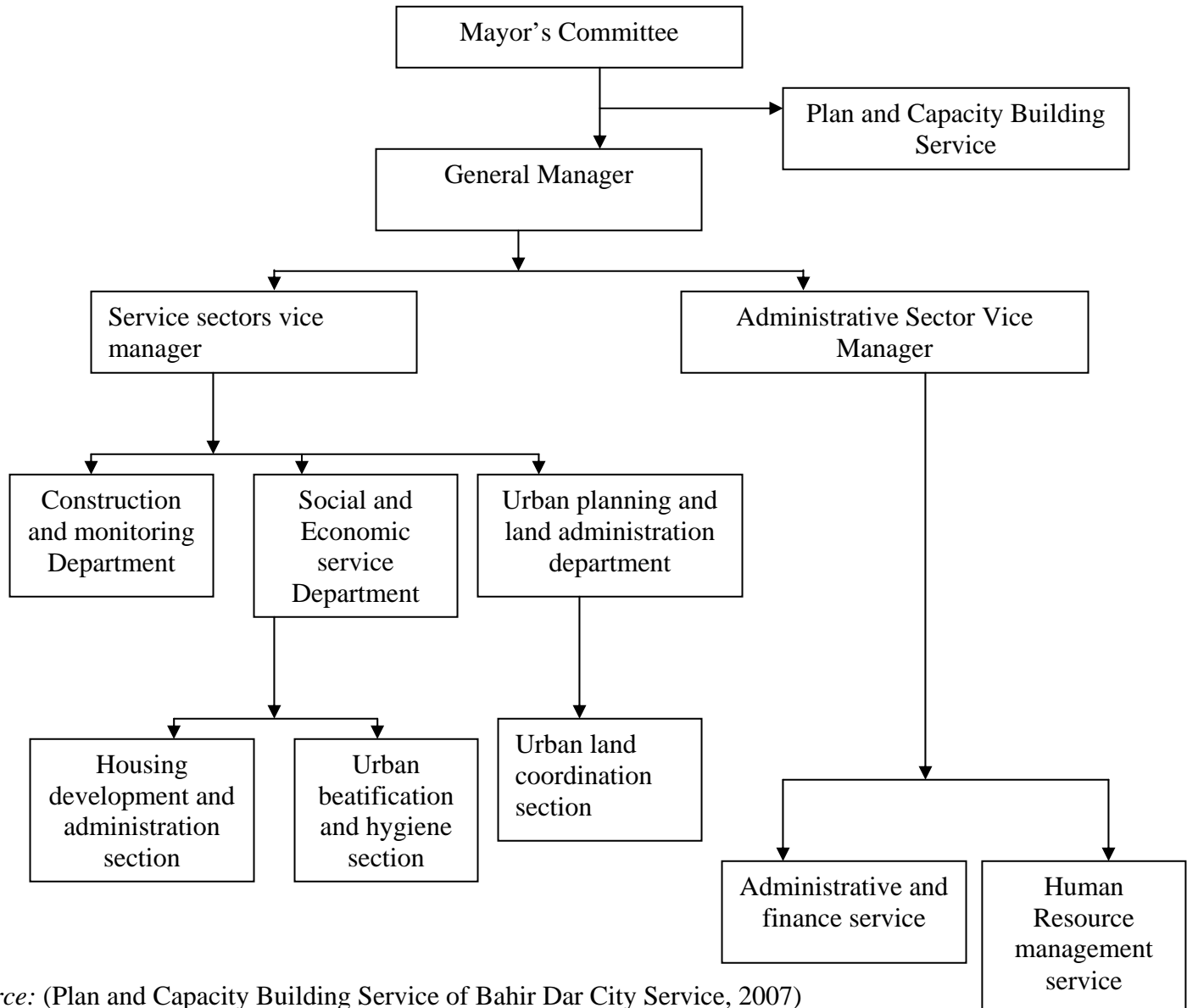
*Source:* Council of ANRS Proclamation No 91/2003

### **3.1.3. An overview of the Office of City Service**

In the present city administration structure virtually all city services are rendered by a particular branch called office of city service. This office is directly accountable to the Mayor’s Committee and works like the previous municipal structure. Its organizational structure, vision, mission and mandates are presented hereafter.

### 3.1.3.1 Organizational Structure of the Office of Bahir Dar City Service

Figure 3.1 Organizational structure of office of City Service



Source: (Plan and Capacity Building Service of Bahir Dar City Service, 2007)

As shown in figure 3.1 the Office of City Service is structured into three departments, three sections and three supporting services. The Office is headed by general manager (appointed one) who is directly accountable to the mayor's committee.

### **3.1.3.2 Vision of the Office of City Service**

The Office envisaged its vision as to see that the city become a more comfortable habitat for works and living through its investment and tourism development and become a model and attractive city in Africa as per its administrative significance.

### **3.1.3.3 Mission of the Office of City Service**

The mission of the Office is to facilitate the situation, whereby good governance is promoted and executionary capacity building is realized by gearing urban developmental activities and ensuring citizens and other clients benefit from the provision of fair and simplified services, resulting from the integrated effort of assessing various resources for the undertakings under process.

### **3.1.3.4 Responsibilities and Duties of the Office of City Service**

As stated earlier in the present city administration structure the Office of City Service is responsible to render all urban services except those left to sectoral offices in the city administration. It derives its mandates from Proclamation NO.91/2003 of the Regional Council that defines powers and duties of urban centers in the Regional State. Duties of the Office, as provided in this proclamation are many. The following are the major ones:

- Promote micro- and small-enterprises and industrial works and support investment activities in the city.
- Engage in the construction of roads (excluding inter city roads) provision of road lights, construction of drainage and sewerage.
- Expand primary health care in the city administration, regulate food and beverages and environmental sanitations on the basis of standards issued by the authorized body.
- Carry out supportive tasks for the security of traffic safety.

- Establishment of recreation centers and gardens, improving and causing to improvement of the supply of houses
- Providing ambulance and fire protection services to the city residents.
- Provision of birth, marriage and death certificates.
- Establishing and administering grave yards.
- Hasten the supply of land, provide required technical support; cause the expansion and ensure the adequate supply of the water, electricity and transport.
- Determining and collecting of different kinds of taxes, duties and fees under its boundaries.
- Provision of document authentication and registration services.
- Provision of construction license

Source: (The council of ANRS Proclamation No 91/2003)

The Office of City Service, having its own vision, mission and duties as stated herein above, began implementing CSRP in general and SDR in particular immediately after its adoption by the Regional Council since November 2002. Like other governmental institutions in the Regional State, the Office of City Service has given priorities to implement SDR. Moreover, although the SDR was put into effect in all departments sections and supporting services of the Office, priority was given to the three line departments, namely:

- to the Department of Urban Planning and Land Administration,
- Construction and Monitoring,
- Social and Economic Service Department.

The departments were given priority because of the nature of their service; is dynamic, frequented makes them interact with large number of clients. Hence, since November 2002 the Office began implementing SDR in the above mentioned departments with the view to bringing an improvement in the quality and efficiency of services rendered by the

departments and thereby winning satisfaction of clients of the Office. More specifically the following services under each department were intended to be reformed at the beginning of SDR implementation. These were: land ownership transfer registration of different kinds and land provision for different purposes under the Urban Planning and Land Administration Department; provision of construction license and preparation and/or approval of site plan under Construction and Monitoring Department; provision of birth, marriage and death certificates and liquid waste disposal under Social and Economic Service Department.

Having such overall background information on the Office of City Service in mind, the next sub-sections of this chapter will present and analyze the SDR implementation in the Office in light of preparations made, achievements recorded and challenges encountered so far as per the data collected from both staff and client respondents. Discussion begins by presenting background information of both staff and client respondents as follows.

## **3.2 Characteristics of the Respondents**

Primary data in this research was collected from both internal staff and clients of the Office of City Service. The information on these staff and client respondents, gathered as background, are presented as follows.

### **3.2.1 The Staff Member**

Respondants to the questionnaire from staff members were selected purposefully as of their relevance to the information of SDR implementation in the Office. Accordingly a total of 33 questionnaires were distributed to staff members of the Office. However the rate of return of questionnaires stood at 75.75 percent (25 respondents). The information gathered as background information of respondents is given in table 3.2 below.

**Table 3.2. Sex, age, educational level and service years of staff respondents**

<b>Description</b>	<b>Frequency and percentage of Respondents</b>	
<b>Sex</b>	<b>FR</b>	<b>%</b>
Male	17	68
Female	8	32
Total	25	100
<b>Age</b>	<b>FR</b>	<b>%</b>
26-35	12	48
36-45	11	44
46-55	2	8
Total	25	100
<b>Educational level</b>	<b>FR</b>	<b>%</b>
High school complete (9-12)	1	4
Vocational Training	1	4
Diploma	17	68
Degree	6	24
Total	25	100
<b>Service years</b>	<b>FR</b>	<b>%</b>
5-10	15	60
above 10 years	10	40
Total	25	100

*Source:* own survey

As indicated in table 3.2, 68 percent of the staff respondents are male and the remaining 32 percent are female. Regarding age, 48 percent of the respondents are lies within 26-35 age, while 44 percent of the respondents are within the 36-45 age categories. Only 2 respondents (8 percent) reported that they are within the 46-55 age catagory. Table 3.2 also shows that 68 percent of respondents are diploma while 24 percent are degree holders. 60 percent of staff respondents have working experience of 5-10 years in the Office while the remaining 40 percent have more than 10 years. Thus, both in terms of their educational level and work experience in the Office, the respondents seems mature enough to respond to the questionnaires of the study.

### 3.2.2 Clients of the Office

The overall objective of SDR in the country in general and in the Office of City Service in particular is to attain clients' satisfaction in service delivery. So, it is obvious that one of the *acid tests* of whether customer oriented reforms like SDR is successful or not is percentage of customers'/clients' satisfaction with respect to different dimensions of service quality.

Based on this objective and reality the researcher has targeted to identify whether the SDR undertaken in the Office of City Service has satisfied the needs of clients or not. Accordingly 100 clients at the point of service delivery were selected to participate in responding to the questionnaire. The information gathered as background of client respondents is presented in table 3.3 below.

**Table 3.3 Sex, age, educational level and occupation of client respondents**

Description	Frequency and Percentage of Respondents	
	FR	%
<b>Sex</b>		
Male	72	72
Female	28	28
Total	100	100
<b>Age</b>		
less than 25 years	13	13
26-35	47	47
36-45	32	32
46-55	8	8
Total	100	100
<b>Educational level</b>		
High school (9-12)	53	53
Technical and Vocational Training	18	18
Diploma	24	24
Degree	5	5
Total	100	100
<b>Occupation</b>		
No occupation currently	11	11
civil servant/parastatal sector employees	28	28
employee in private sector	24	24
self employed	37	37
Total	100	100

Source: own survey

As Table 3.3 above shows among client respondents 72 percent are male and the remaining 28 percent are female. Regarding age the majority of client respondents – i.e. 47 percent are within the 26-35 years’ category. In terms of educational level, 53 percent of client respondents are attending High School (9-12), 18 percent are attending technical and vocational trainings while the remaining 24 and 5 percent of respondents are Diploma and Degree holders respectively. With respect to occupation 11 percent of respondents reported that they do not have occupation currently whereas 28 and 24 percent of respondents reported that they are civil servants and private sector employee respectively. Significant portion of respondents – i.e. 37 percent as indicated in table 3.3 are self employed.

### **3.2.3 Interviewing Officials**

In addition to the employees’ and clients’ questionnaire, the research designed a detailed, structured interview to be held with three senior officials of the Office. As one of the 3 high officials resigned, interviewes of only two senior officials is included in this study.

Generally from among 136 targeted sample respondents of the written questionnaire and interview, 127 (93.3 percent) responded. The whole idea of those respondents will be presented and analyzed in the coming sub-sections below.

## **3.3 Data Presentation and Analysis on SDR in the City Service Office**

### **3.3.1 Preparation Made to Begin and Deploy SDR**

The development of customer or user focus in public sector in order to achieve a more responsive bureaucracy has become an emerging concern in many countries and, indeed, the provision of public goods and services has invariably become critical issue in current reform efforts (Pinto 1998:387). To this effect many countries implementing customer focused

service delivery reform to improve the delivery of services to the public based on established principles that specify what should be done by service providers in order to promote client oriented services.

For instance in U.K. the citizen's charter program encouraged public organizations to draw up, publish and then work through a clear set of operating standards. The charter established a number of principles like setting standards of service delivery, openness as to how the service should be run, provision of information on available services, consultation with service users, complaint and redress mechanisms as well as empowerment of staff to respond appropriately to client requirements.

Likewise, the government of Ethiopia has adopted the Public Service Delivery Improvement Policy (PSIP), which contains objectives, directions and strategies intended to bring a fundamental improvement in service delivery of public institutions of the country since 2001. As stated clearly in the background of this study, this policy of service improvement specified what preparations should be made by service providers to begin and fully implement the SDR and, thereby, to attain the general and specific objectives contained in the policy. Such elements of preparation as stated in the policy include; formulation of mission statement, codes of conduct, strategic plan, deployment of essential human and financial resources, establishment of compliant handling system and suitable offices to carry out the reform. Moreover, as per the policy, the service providers should identify the needs and expectations of their respective clients as well as they supposed to create awareness among their staff about the new policy with corresponding training.

Since the practicality of the above pre-implementation activities are essential to fully asses the achievements and challenges encountered on SDR implementation in this research, attempt was made to see the

situation in the Office of City Service. Accordingly the researcher asked the staff respondents to rate the assumed preparations by using a 4 point scale: 1 being yes and 4 being don't know as per their respective experiences. The resultant scheme is presented in table 3.4 below.

**Table 3.4 Respondents rating on preparation made to begin and fully deploy SDR in the office**

No	Assumed elements of preparation	Frequency and percentage of Respondents									
		Yes		Yes but to some extent		No		Don't know		Total	
		FR	%	FR	%	FR	%	FR	%		FR
1	mission statement was prepared	25	100	-	-	-	-	-	-	25	
2	Code of conduct was developed	25	100								
3	Suitable office were present to carry out reform	1	4	17	68	7	28	-	-	25	
4	Adequate human, financial and physical resources deployed	-	-	5	20	20	80	-	-	25	
5	Strategic plan was prepared	25	100	-	-	-	-	-	-	25	
6	Business process reengineering was designed	25	100	-	-	-	-	-	-	25	
7	Compliant handling mechanisms established	25	100	-	-	-	-	-	-	25	
8	Customers needs and expectations were identified	-	-	9	36	15	60	1	4	25	
9	Service standards were set to compare achievement with the reform	5	20	19	76	1	4	-	-	25	
10	staff were made aware of the new policy of SDR	1	4	11	44	13	52	-	-	25	
11	Customer focused training given to staff particularly for front line staff	-	-	6	24	19	76	-	-	25	

Source: own survey

As can be seen from Table 3.4 above, all internal staff respondents expressed their full agreement by saying that preparation of mission statement, code of conduct, strategic plan, business process reengineering (BPR) and establishment of complaint handling mechanisms were practically considered as enabling environment to carry out the reform in the Office of City Service. Table 3.4 also shows that assumed elements of preparation such as establishment of suitable offices and setting of service standards are rated as were made to some extent with 68 and 76 percent of respondents respectively.

However, some assumed pre-implementation activities such as deployment of resources, customer survey, awareness creation and provision of training to staff are rated as were not practically considered to carry out the reform in the Office of City Service by at least 50 percent of internal respondents.

This implies, regardless of respondents' inconsistency, at least the preparation made to carry out the SDR in the Office in terms of deployment of resources (financial, human and material); identification of customer needs and expectation; creating of awareness and empowerment of employees through training were unsatisfactory. The officials of the Office of City Service also attested the same fact at the time of interview.

Thus, it seems, that the idea of customer focused service delivery – among all other things – requires a major change in mind-set of public servants, brought about through awareness creation and empowerment were either neglected or lacked due attention in the Office of City Service from the beginning .

Nevertheless, some elements of preparation made particularly that of Business Process Reengineering (BPR) clearly indicate that the Office of City Service was attempting to alleviate the previous bottle necks of service delivery that arose from cumbersome and time consuming work processes and procedures.

### **3.3.2. Achievements /Outcomes/ Recorded from SDR Implementation in the Office**

As it was clearly shown in the statement of the problem, SDR in Ethiopia is aimed at bringing about efficiency and effectiveness of service delivery in the civil services of the country. The specific instruments (directions) of the policy clearly indicate that the public institutions of the country are expected to bring significant improvements in various dimensions of service quality including user treatment, information provision, service accessibility, compliant handling, etc. and thereby to attain client satisfaction as well as institutional core competence in terms of revenues and cost efficiency. In realizing this, the Office of City Service started to implement SDR to achieve the aforementioned objectives of the program since November, 2002. Hence this sub-topic of the study presents and analyzes the achievements recorded so far from SDR implementation in the office.

To assess the achievements/outcomes/ recorded from SDR implementation so far by the Office, the staff respondents were asked to rate various assumed achievements of the reform on a 5 point scale with 5 being very high and 1 being, very low (Table 3.5 A, B, C,D, E, ). However, for the sake of convenience of data presentation and analysis “H” shows that the respondents have rated the achievements as ‘very high or high’ those percentage indicated with “M” imply that the respondents rated the achievements as ‘medium’ and those with “L” indicates that the respondents rated the achievements as ‘Low or very

low’. Having pointed to this, I’d proceed to present the data and give analysis on the achievements recorded as follows.

### 3.3.2.1 Achievements of SDR reflected upon employees

One of the major outcome of SDR promised to be realized at the beginning of the reform implementation in Ethiopia in general and in the Office of City Service in particular was to bring about fundamental changes in employees’ out looks and behaviors such that they serve the clients with respect and due regard. To this effect empowerment of employees was designed as crucial strategy to be devised by implementing institutions to bring about this attitudinal change. Table 3.5 A below shows the achievements recorded in these regards in the Office of City Service.

**Table 3.5.A Respondent Rating on Achievements of SDR Reflected upon Employees**

No	Assumed achievements reflected up on employees	Frequency and Percentage of respondents						
		H		M		L		Total
		FR	%	FR	%	FR	%	FR
1	courteousness and helpfulness of staff increased	4	16	9	36	12	48	25
2	Honesty and integrity of staff increased	4	16	9	36	12	48	25
3	Staff sensitivity to serve clients increased	4	16	10	40	11	44	25
4	promptness of staff in serving clients improved a lot	3	12	8	32	14	56	25
5	perception (experience) of corruption i.e. bribe, favoritism by staff sharply reduced	2	8	10	40	13	52	25
6	The capacity and knowledge of staff increased	1	4	6	24	18	72	25
7	Initiatively of staff to give suggestions on how to improve service delivery practically observed	-	-	6	24	19	76	25
8	Absenteeism sharply declined	9	36	9	36	7	28	25
9	Adherhance to official opening hour significantly improved	7	28	10	40	8	32	25

Source: own survey

1-‘H’- very high or high

2-‘M’ medium

3-‘L’- low or very low

As Table 3.5 A revealed, except decline in absenteeism and improvement of adherence to official opening hour, which are rated as medium with 36 and 40 percent of respondents respectively, all other assumed achievements of SDR reflected upon employees consistently rated as low with majority of respondents. More specifically as can be seen from table 3.5A achievements such as improvements of staff promptness, declining in perception/ experience of corruption, staff capacity increment and practical observation of staff initiation are rated as low with 56, 52, 72 and 76 percent of respondents respectively. This implies that the impact of SDR in promoting of positive attitude among the staff of the Office of City Service still remains behind.

Moreover, such below average achievements of SDR reflected upon employees seems concurrent with the inadequate pre-reform preparations made in the office with respect to empowerment of employees. Thus, it is not difficult to imagine that the idea of public servants existed to serve the public genuinely and with due regard is still infant in the Office of City Service.

#### **3.3.2.2 Achievements of SDR in Provision of Information to Clients**

Service users with full, accurate and up to date information about public institutions will have better understanding of what and where services are provided and thus will be in a better position to benefit from available services. This could also contribute to gains in efficiency by minimizing the cost (time, effort and resource) of dealing with uninformed service users as well as it enable stakeholders to hold institutions accountable in cases of failure. Realizing this, SDR in Ethiopia intended to bring remarkable change among public institutions in terms of information provision to their respective clients in different aspects of services. Table 3.5.B below shows the Office of City Service performance in this regard.

**Table 3.5 B Respondents Rating on SDR Achievements in provision of information**

No.	Assumed achievements reflected up on information provision	Frequency and percentage of respondents						
		H		M		L		Total
		FR	%	FR	%	FR	%	FR
1	clients awareness of days and hours on which service available to them increased	14	56	4	16	7	28	25
2	clients in advance knowledge of requirements to be eligible highly improved	2	8	10	40	13	52	25
3	clients knowledge of process and procedures to get service improved a lot	7	28	10	40	8	32	25
4	Clients knowledge of expected service standards increased	6	24	9	36	10	40	25
5	clients knowledge of where and how to lodging complaints improved	10	40	8	32	7	28	25

Source: own survey

**1-‘H’- very high or high      2-‘M’ medium      3-‘L’- low or very low**

According to Table 3 4B, SDR achievements reflected openness and clarity of information provision to clients in the Office of City Service seems mixed. On the one hand improvements in clients’ awareness of days and hours of service as well as their knowledge of where and how to lodge complaints are rated as high with 56 and 40 percent of staff respondents respectively. On the other hand improvements in clients’ in advance knowledge of requirements to be eligible and their knowledge of expected standards of services in the Office are rated as low with 52 and 40 percent of respondents respectively.

Table 3.4 B also revealed that the reaming parameter – i.e. improvement in clients’ knowledge of process and procedures that they must go through are rated as medium, with 40 percent of respondents. This implies that a lot still remains to be improved in those areas of information such as expected standards of services which might enable clients to hold the Office accountable on the basis of quantity or quality of service rendered to them. Moreover, despite the Office’s claim that service standards were established for services rendered by the departments in terms of both in time span and quantity, none of the

departments in the Office observed the information depicted at their gates. This all implies that there exist a gap between what employees expect to do and what actually is being done.

### **3.3.2.3 Achievements of SDR Reflected Up On Service Accessibility in the Office**

Facilitating easy access gives better opportunity to all service users to benefit from available services. This promotes equity and enhances effectiveness by widening coverage of services. To this end one of the major targets of SDR in the country in general and in the Office of City Service in particular was to achieve such easy accessibility of services to clients through avoiding of those barriers that may hinder eligible users from receiving services. In this regard the Office of City Service, as mentioned earlier, devised Business Process Reengineering (BPR) as core strategy to rationalize the previous time consuming and cumbersome procedures of service rendering in the Office and, thereby, managed to set time spans to do specific tasks. However as table 3.5C below shows the achievements recorded in service accessibility is not as impressing as initial efforts of the Office.

**Table 3.5 C Respondents Rating on Achievements of SDR reflected up on service accessibility**

No.	Assumed achievements of SDR reflected up on service accessibility	Frequency and percentage of respondents						
		H		M		L		Total
		FR	%	FR	%	FR	%	FR
1	Timeliness (length of time clients spend to get service) highly improved	4	16	13	52	8	32	25
2	process and procedures to get service become few and easy	8	32	10	40	7	28	25
3	coordination of related services highly improved	3	12	9	36	13	52	25
4	Offices are made to be attractive and convenient to users	4	16	11	44	10	40	25

Source: own survey

**1-‘H’- very high or high**

**2-‘M’ medium**

**3-‘L’- low or very low**

As can be seen from table 3.5C above, SDR achievement reflected improvements on timeliness and processes and procedures of work in the Office rated as medium with 52 and 40 percent of respondents respectively. Similarly the convenience and attractiveness of the Office rated as medium with 44 percent of respondents. However, the remaining parameter of service accessibility, i.e. coordination of related services, still rated as being low with 52 percent of staff respondents. This implies that still service users in the office are expected to move here and there to get services they desire.

Hence the 'one stop shopping' service still lags behind in the Office of City Service. Moreover as the opinion of staff respondents revealed, despite the fact that the BPR was conducted in the Office, still its impact on improvement of length of time it takes to get services and efficiency of procedure remains medium. The same fact was also reported by the officials interviewed. Indeed, as on interviewed official mentioned, lack of experience by both superior and subordinate and lack of detailed rules in governing its implementation as well as high resistance of employees seriously impeded the effectiveness of BPR and ultimately made the entire process of service rendering in the office to move back and forth on the same stage.

#### **3.3.2.4. Achievements Of SDR Reflected Upon Customer Compliant Handling**

One of the major agenda of client focused service delivery reform in public institutions of both developed and developing world is the way how service users' dissatisfaction should be addressed. For instance in U.S.A. in 1993 Ex-President Clinton signed an Executive Order, directing all public service rendering agencies of the country to provide means via which to address customer complaints (KouTvn, 2006:10). Similarly the citizen charter of UK launched in 1991 stresses on redress mechanism of complaints that should be available in public institutions of the country.

Likewise, the policy of service delivery improvement in Ethiopia clearly specified what should be done by the public institutions of the country regarding clients' compliant handling. Among other things, the policy informed the institutions to establish appropriate compliant handling mechanism, to welcome complaints and to take corrective measures, objectively and quickly. Table 3.5.D below shows the achievement of SDR in these regard in the Office of City Service.

**Table 3.5.D Respondents rating on SDR achievements reflected upon compliant handling**

No.	Assumed achievements of SDR reflected upon compliant handling	Frequency and percentage of respondents						
		H		M		L		Total
		FR	%	FR	%	FR	%	FR
1	Appropriate mechanism of compliant handling made available to user	7	28	10	40	8	32	25
2	Welcoming of complaints in the office increasingly observed	3	12	10	40	12	48	25
3	Quickness and objectivity of corrective measures highly improved	1	4	10	40	14	56	25
4	Number of clients who make complaints increased from time to time	8	32	13	52	4	16	25
5	Recording and periodical review of complaints practically observed	-	-	5	20	20	80	25

Source: Own survey

**1-'H'- very high or high      2-'M' medium      3-'L'- low or very low**

As can be seen in Table 3.5.D above, of the assumed achievements of SDR reflected upon customer complaint handling, the availability of appropriate complaints' handling mechanism and increasing in number of complaints are rated as medium with 40 and 52 percent of staff respondents respectively. However, those assumed achievements, which may show the actual practices of compliant handling in the Office such as welcoming of complaints and quickness and objectivity of corrective measures indicated as low with 48 and 56 percent of staff respondents respectively.

Moreover Table 3.5D revealed that practicality of recording and periodical review of complaints in the Office is rated as low with 80 percent of respondents. Such poor practice of recording and periodical reviewing of complaints clearly implies that the use of complaints as a source of feedback to improve efficiency and effectiveness of service delivery in the Office either were missed or neglected.

In addition to the aforementioned assessment of SDR achievements in the Office of City Service, the researcher also tried to assess the reform impact reflected upon the Office in terms of revenues increment, service coverage and cost efficiency. However, referring to the SDR achievements reflected upon the previous parameters of service quality, it is not difficult to imagine that the reform would not bring significant improvements in the Office in terms of revenues increment, service coverage and cost efficiency. Internal staff respondents of the Office revealed this fact in Table 3.5.E below.

**Table 3.5.E Respondents rating on SDR achievements reflected upon the office (Institution)**

No.	Assumed achievements of SDR reflected upon the office	Frequency and percentage of respondents						
		H		M		L		Total
		FR	%	FR	%	FR	%	FR
1	SDR increased revenue	3	12	8	32	14	56	25
2	SDR reduced costs	5	20	6	24	14	56	25
3	SDR increased service coverage	6	24	8	32	11	44	25

Source: Own survey

**1-‘H’- very high or high      2-‘M’ medium      3-‘L’- low or very low**

As can be seen from Table 3.5.E above, SDR achievements reflected upon revenues increment and cost reduction in the Office are rated similarly as low with 56 percent of staff respondents. Likewise SDR achievements reflected upon widening coverage of service is rated as low with 44

percent of staff respondents. This implies that the actual impact of SDR in terms of improving institutional core competence still remains infant in the Office of City Service.

### **3.3.2 Clients Attitude of Service Quality in the Office of City Service**

It has been reflected that the main objective of implementing SDR is to improve the delivery of service to the public and thereby to attain the satisfaction of clients. Based on this objective the researcher asked the clients of the Office of City Service to express their level of satisfaction with respect to different dimensions of service quality using a 5 point scale; 5 being very satisfied and 1 being very dissatisfied. However, for the sake of convenience for data presentation and analysis “S” show that client respondents who responded as ‘Very satisfied or satisfied’ those percentages indicated with “N” imply ‘Neither satisfied nor dissatisfied’ and those with “D” indicate dissatisfaction as ‘dissatisfied or very dissatisfied’. Having pointed to this, the clients’ attitudes towards the service quality of the Office of City Service are presented in Table 3.6 below.

**Table 3.6 Clients assessment of service quality in the office**

No.	Dimensions of service quality	Frequency and percentage respondents						
		S		N		D		Total
		FR	%	FR	%	FR	%	FR
1	Staff courteousness and helpfulness	4	4	24	24	72	72	100
2	Staff honesty and integrity	3	3	26	26	71	71	100
3	Staff sensitivity to clients feeling	-	-	15	15	85	85	100
4	Staff promptness	-	-	21	21	79	79	100
5	Staff ethics i.e. serving all clients equally and no perception of bribe	8	8	16	16	76	76	100
6	Staff hard work and efficiency	9	9	22	22	69	69	100
7	Staff availability in the office to serve clients	21	21	27	27	52	52	100
8	Staff adherence to official opening hour	7	7	9	9	84	84	100
9	Information openness on days and hours of service	24	24	42	42	34	34	100
10	Information openness on procedures and process to get service	11	11	31	31	58	58	100
11	Availability of pre information on requirements to be eligible for service.	14	14	28	28	58	58	100
12	Information openness on where and how to lodge complaints	16	16	46	46	38	38	100
13	Number of procedures to get service	3	3	18	18	79	79	100
14	Length of time it take to get service	5	5	21	21	74	74	100
15	Convenience of compliant handling system	12	12	31	31	57	57	100
16	Information openness on expected standards of services	7	7	19	19	74	74	100
17	Quickness and objectivity of corrective measures	-	-	29	29	71	71	100
18	Physical attractiveness of the office	6	6	33	33	61	61	100

Source: Own survey

**1-‘S’- satisfied or very satisfied 2-‘N’ neither satisfied nor dissatisfied 3-‘D’-Dissatisfied or very dissatisfied**

As can be seen from Table 3.6, the majority of client respondents of the Office expressed their dissatisfaction by saying that they are not satisfied with each dimension of service quality indicated in the table. Specifically Table 3.6 shows that more than 70 percent of client respondents expressed their dissatisfaction with staff courteousness, honesty, sensitivity, promptness, ethics and adherence to official opening hours. This seems concurrent with the internal staff respondents rating of the SDR achievements reflected upon employee’s attitudinal change in the Office (See table 3.5.A). Thus from both internal staff respondents and

clients' response it became clear that positive attitude still lacks among employees of the city service; it remains the major hurdle of SDR implementation in the Office.

Besides, Table 3.6 also shows that still large numbers of clients of the Office express their dissatisfaction with respect to the time it takes to get service and the procedures that they must pass to get service in the Office. Similarly majority of clients express their dissatisfaction on openness of information particularly with respect to information on expected standard of services. This all implies that there is a great gap between clients' expectation and actual service delivery in the Office of City Service.

Thus, from the clients' assessment of service quality, one can understand that even the performance of SDR in the Office of City Service may be worse than reported by internal staff respondents.

Generally, from the previous data presentation and analysis of SDR achievements in Bahir Dar's Office of City Service, it became clear that the impact of the reform in improving of service delivery in the Office, especially with regard to clients' satisfaction is so far limited. Hence, it is not difficult to imagine that the performance of SDR in the Office remains hindered by a myriad of factors, which is dealt in the next sub-topic.

### **3.4 Challenges of SDR Implementation in The City Service Office**

As Numberg (1995:41) cited in Minogue (1998) noted, almost all the assessment on public service reform implementation in public institution of developing countries especially in Africa scores less than a pass grade due to a broad set of deficiencies. Similarly ECA (2003) reported that despite most of public institutions in Africa have embarked on comprehensive public service reform programs, progress remains scant

and performance of such reforms remain hindered by different challenges emanated from institutions' weak capacity, poor management practices and work ethics of civil servants.

Likewise, as stated clearly in the statement of the problem those few studies that have been conducted on public service delivery reform implementation status of some public institutions in Ethiopia showed that the reform was not implemented as it was intended at the beginning of the reform due to lack of institutional capacity, officials resistance to change, employee's poor ethics etc. The situation even seems more worst in the case instance under this study.

As per the data obtained from staff respondents and officials of the city service office, the SDR implementation in the office is seriously hindered by a myriad of challenges. The following sub topics deal with this case by categorizing of challenges with their root source. Accordingly challenges emanated from lack of institutional capacity, poor management practices and working ethics and motivation of employees will be treated one after the other as follows.

### **3.4.1 Challenges Relating To Institutional Capacity**

One of the very well known constraints for effective implementation of PSR in developing world is lack of institutional capacity. As Kiggundu (1998:161) noted, in developing countries public service reform carries with greater burden than most institutions have capacity to deliver on that basis.

Literatures marked that most of public institutions in developing world suffer from shortage of skilled man power, adequate physical resources, office equipments as well as budget constraints that ultimately affects their performance in general and reform implementation in particular. Consequently most of public institutions unable to manage and

coordinate the entire reform efforts, provide adequate training to their employees and communicate with various stake holders.

Similarly, service delivery reform implementation in the Office of City Service under the study hindered by different challenges emanated from the weak implementation capacity of the office. Among other things, budget constraint, shortage of skilled man power, inadequate work facilities, heavy work burden and inadequate training are reported as major challenges of SDR implementation by majority of staff respondents. Table 3.7.A below shows this situation in the Office of City Service.

**Table 3.7.A Respondents rating on challenges related to institutional capacity of the office**

No.	Assumed challenges related to institutional capacity	Frequency and percentage of respondents						
		H		M		L		Total
		FR	%	FR	%	FR	%	FR
1	Lack of enough budget	17	68	5	20	3	12	25
2	Shortage of skilled manpower	15	60	5	20	5	20	25
3	Inadequate work facilities	15	60	4	16	6	24	25
4	Lack of coordination among departments	9	36	12	48	4	16	25
5	Lack of integrated implementation of all civil service sub programs	11	44	9	36	5	20	25
6	Heavy work load	18	72	4	16	3	12	25
7	Inadequate training given to staff	20	80	1	4	4	16	25
8	High professional turnover	7	28	15	60	3	12	25

Source: own survey

1-'H'- very high or high      2-'M' medium      3-'L'- low or very low

As indicated in Table 3.7.A, among the assumed challenges related to institutional capacity in SDR implementation, budget constraint, shortage of skilled manpower, working facilities, heavy work load and

inadequate training are rated as high with 68, 60, 60,72 and 80 percent of staff respondents respectively. This implies that the essential institutional, skill and resource capability to implement SDR is absent in the Office of City Service. This, in turn, partly indicates political commitment in terms of mobilization of resources and creation of an enabling environment to the implementing bodies in the city administration is low. In fact, the Office of Capacity Building has been established to give support and encourage offices that would enter into implementing CSR in general and SDR in particular in the city. However, as per the officials of the Office of City Service, the support provided by the Office of Capacity Building so far is insignificant. This all indicates that the issue of capacity building was not given due attention in the city administration.

### **3.4.2 Challenges Relating To Management Practices**

As mentioned by many scholars, strategic management leadership is a crucial factor for effective and sustainable implementation of public service reforms. In fact every major study of effective change including the ability to change an organization culture affirms the central significance of leaders within the organization, leaders committed to the organization mission and who are effective at rallying the troops around them.

Regarding this, as clearly indicated in the theoretical frame work of the study, one of the key strand of new public management (NPM) is a greater use of private sector style of management practice in the public sector aimed at changing work force attitude from public sector type of complacency and status quo orientation to more private sector type vigorous and proactive orientation (Hood: 1991, Shand: 1996). To this effect, many of this new paradigm proponents stressed the need for decentralized management, performance based pay system, participatory

management and incentive system to improve performance in public sectors.

However, in most of public institutions of developing countries such management practices are either absent or at most weak and resulting in declining of civil service morale. For instance ECA (2003) noted that in many of Africa public institutions inconsistent and poor management practices significantly contributed to low morale of civil services and ultimately it impeded successful realization of public service reforms. This is the real case of the city service office under the study. As table 3.7.B below shows SDR implementation in the city service office is seriously hindered by weak management practices prevailed in the office.

**Table 3.7.B Respondents rating on challenges of SDR related with management practices.**

No.	Assumed challenges related to poor management practices	Frequency and percentage of respondents						
		H		M		L		Total
		FR	%	F R	%	F R	%	FR
1	Inadequate delegation of authority to front line staff	18	72	4	16	3	12	25
2	Inadequate consultation between management and employees	16	64	6	24	3	12	25
3	Weak practices of recognizing good work	20	80	2	8	3	12	25
4	Weak practices of rewarding good work	23	92	2	8	-	-	25
5	Weak team work	16	64	5	20	4	16	25
6	ineffective result oriented evaluation	20	80	4	16	1	4	25
7	Prevalence of patronage system in recruitment and promotion	12	48	10	40	3	12	25

Source: Own survey

**1-‘H’- very high or high      2-‘M’ medium      3-‘L’- low or very low**

As can be seen from table 3.7.B above, majority of internal staff respondents expressed their agreement that poor management practices are serious hurdle of SDR implementation in the Office by indicating all the assumed challenges as high. As shown in table 3.7.B, particularly ,

weak practices in recognizing good work and rewarding the same rated as high with 80 and 92 percent of respondents respectively. This implies that the NPM idea of providing incentive to improve performance is either missed or neglected in the Office of City Service. Similarly, as indicated in table 3.7.B, internal staff respondents exposed that front line employees of the Office were denied enough authority that enables them to give decisions at the point of service delivery. Again this implies on the one hand that the NPM idea of enhancing quality of service delivery by delegating decision making power to those closer to end users is still lagging behind in the Office and on the other hand hierarchical execution of decisions still prevailed in the Office. Consequently one can derive from this cumbersome procedure that service rendering remains as usual low in the Office.

In addition to the above Table 3.7B also shows that ineffective result oriented evaluation is rated as a big challenge of SDR implementation in the Office with 80 percent of staff respondents. Obviously this implies that employees' performance evaluation system in the Office is blurred and this, in turn, may pave the way for officials to exercise opportunistic behaviors such as nepotism and favoritism in promoting employees in the Office. Probably this is one of the reasons why some of the internal respondents rated the prevalence of patronage system in recruitment and promotion as an impediment of SDR implementation in the Office.

Generally, from the above analysis of challenges related to poor management practices it became clear that SDR implementation in the Office of City Service highly suffered from lack of leadership commitment. Referring to such poor management practices, one can reasonably expect that there is a weak accountability relationship between the leaders of the Office and the concerned politicians. With respect to this, the researcher asked the interviewee officials to whom the Office of City Service was accountable to and how accountability was governed thus

far. However, as is the case in many public institutions in the country, the officials reported that there is no clear, outlined performance based accountability relationship with the Mayor's Committee to whom the Office should have been directly accountable. Rather they mentioned the usual reporting system, which defies pre-performance agreement as the available accountability governing mechanism. Beside as stated earlier the Office of City Service directly derives its mandate from proclamation where its mandates are indicated; here, the mandates are not only many but also vague and general. This all implies that SDR implementation is bound to suffer setbacks; setbacks in lack of leadership, commitment, accountability, etc.

### **3.4.3 Challenges Relating To Working Ethics And Motivation of Employees**

Apart from weak institutional capacity and poor management practices, various studies on reform implementation in developing countries identified problems related with working ethics and motivation of employees as a crucial impediment for effective and sustainable performance of such reforms. For instance Kiggundu (1998:164) noted that a general lack of positive work values, motivation and attitudes which characterize the civil services of most reforming countries in developing world impeded the effective and sustainable implementation of reforms.

Similarly ECA (2003) reported that many of public servants in Africa lack motivation and most of the time demoralized due to low salaries, poor working conditions and appointment based on criteria other than merit. Consequently the civil servants become pessimistic about any reform process and morale and discipline in public service remains low. Moreover most of the time, civil servants are skeptical about the needs and usefulness of public service reforms due to different reasons. The city service office under the study is not exceptional to this situation. As

table 3.7.C below revealed, workers skeptical and low level of civil servants motivation are recorded as serious challenges of SDR implementation in the Office.

**Table 3.7.C Respondents rating on Challenges related to working ethics and motivation of employees**

No.	Assumed challenges related to work ethics and motivation of employees	Frequency and percentage of respondents						
		H		M		L		Total
		FR	%	FR	%	FR	%	FR
1	Lack of positive attitude for work values	13	52	12	48	-	-	25
2	Workers skeptical on SDR assuming that it may end up retrenching them from job	20	80	4	16	1	4	25
3	Resistance to change	12	48	11	44	2	8	25
4	Lack of motivation of workers	19	76	4	16	2	8	25

Source: own survey

**1-‘H’- very high or high      2-‘M’ medium      3-‘L’- low or very low**

As table 3.7.C above shows, lack of positive attitude, workers skepticism on SDR, resistance to change and lack of motivation are rated as high impediments of SDR implementation in the city service office with 52, 80, 48 and 76 percent of staff respondents respectively. This implies that SDR implementation in the Office highly suffered from absence of workers motivation and commitment. Particularly when one looks at workers skepticism on SDR, it became clear that the majority of employees in the Office are pessimistic about the reform process. This clearly implies that the majority of the employees are out of the knowledge of the needs and usefulness of SDR; probably due to inadequate training and awareness creation exhibited at the preparatory stage of the reform implementation in the Office. Consequently it seems that the reform implementation totally lacks sense of ownership and commitment of workers of the Office of City Service.

In addition to the above staff attitude, assessment on challenges of SDR implementation in the Office, the researcher also asked clients of the Office to identify those common problems that the staff faced in serving clients. Accordingly the following common problems are set based on their rating number in descending order of their importance as follows:

- Lack of positive attitude among staff.
- Cumbersome and time consuming work process and procedures.
- Shortage of man power (Few staff to serve clients).
- Heavy work load (the office is too crowded and some employees are seems too busy).
- Mismanagement of time (non adherhance to official opening hour).
- Unethical practices i.e. Nepotism, favoritism and bribe.
- Poor information recording and dissemination (don't inform clients before hand what to bring and staff most of time can not easily find clients file).

Thus, it seems that challenges such as lack of positive attitude, unethical practices, shortage of man power and heavy work load identified by clients complement with those challenges indicated by internal staff respondents.

Generally from the data presented and analyzed so far on SDR implementation in the Office of City Service it became clear that despite the Office embarking on service delivery reform since 2003, achievements remain scant and performance remain hindered by different challenges emanated from the Office's weak capacity, poor management practices and working ethics of employees. Consequently it seems that the civil service reform, which was meant to improve service delivery in the Office, is yet to be done as it is stagnating and swinging back and forth.

## **Chapter Four**

### **Summary, Conclusion and Recommendations**

#### **4.0 Introduction**

In this chapter three important sub-sections were treated. The first offers the summary of the data presented and analyzed in chapter three on SDR implementation in Bahir Dar's Office of City Service in light of preparations made, achievements recorded and challenges encountered so far.

In the second sub-section the concluding remarks based on the summarized data were made. In the third sub-section possible recommendations were forwarded as remedy for challenges faced in implementing SDR in the Office.

#### **4.1 Summary of Findings**

As stated clearly in the statement of the problem this research was interested in assessing the effectiveness of SDR implementation in Bahir Dar's Office of City Service in light of preparations made, achievements recorded and challenges encountered. Accordingly, as indicated in the previous chapter of data presentation and analysis, attempt was made to identify the preparations made, the achievements recorded and challenges thereof, separately. The following sub-sections present the summary of these findings as follows.

##### **4.1.1 Preparation made to begin and deploy SDR**

It has been reflected that the policy of service delivery improvement in Ethiopia clearly specified what preparations should be made by service providers to begin and fully deploy the SDR. As indicated in the policy, implementing institutions were expected to prepare mission statement, code of conduct, SPM, complaint handling mechanisms and suitable offices to carry out the reforms. Besides, as per the policy, service

providers should identify the needs and expectations of clients as well as were supposed to create awareness among their employees about the new policy and provide training accordingly.

However, despite the policy on service delivery improvement clearly specified essential grounds for effective implementation of the SDR as shown above, the data gathered on Office of City Service in this regard exposed the usual failure of the public institution to dully perform what was stated in the policy.

The data attained exposed that those elements of preparation that attract theoretical support, as prerequisites for successful realization of customer focused service delivery, particularly that of capacity building and empowerment of employees were not practically considered at the outset of the reform implementation by the Office.

Consequently it was found that the on going SDR implementation in the Office seriously suffered from lack of workers commitment as well as weak institutional capacity. It even was found out that the initial effort of rationalizing working processes and procedures through BPR in the office remains ineffective partly due to weak institutional capacity to manage such stringent performance standards and partly due to high resistance of workers. Thus, the information gathered from the Office of City Service on preparations made to begin and deploy SDR attested that no reform can be successful without addressing the issue of capacity building and empowerment of employees.

#### **4.1.2 Achievements**

Similarly data gathered on the achievements recorded from SDR implementation so far exposed that the assumed achievement areas of SDR remain yet to be realized in the Office of City Service. In this regard, although the specific directions of the policy clearly imply that the SDR

intended to bring significant improvements in various dimensions of service quality, particularly in attitudinal change, information openness, service accessibility and complaint handling, the information gathered showed that improvements in the aforementioned dimensions of service quality remains thus far limited.

Specifically as the parameters of measurement indicate, SDR achievement reflected by employees of the Office exposed that the reform impact in promoting positive attitude towards serving the public as well as empowerment of employees themselves recorded below average.

Similarly measurement indicators of SDR achievement reflected upon openness and clarity of information provision to clients of the Office revealed that although information in the areas of days' and hours' of service provision and where and how to lodge complaints exhibited some improvement; but still in other areas of information such as inadvance requirements to be eligible and expected standards of services remain a lot to be improved.

Likewise, the data obtained regarding SDR achievement reflected up on compliant handling unit in the office showed that the reform enabled the office to establish customer compliant handling unit and thereby it seems that number of complaints increased to some extent. However, quick and objective corrective measures remain lagging behind. Consequently, large number of clients still expressed their dissatisfaction.

With respect to the SDR achievement reflected upon service accessibility, it was found out that despite BPR being conducted to rationalize the previous time consuming and cumbersome procedures of service rendering in the Office, improvements in the timeliness and procedural efficiency as well as coordination of related services still remains below the intended degree. Hence, service accessibility in the Office remains as an area of high customer dissatisfaction.

Besides, the data gathered on the achievements of the SDR reflected upon revenues increment, cost efficiency, service coverage and client's satisfaction exposed that the actual impact of the reform in the Office of City Service is so far insignificant and limited.

### **4.1.3 Challenges**

It was found out that the impact of the SDR in improving of service delivery in the Office of City Service especially with regard to clients' satisfaction is so far limited and the performance of such reform remains hindered by a myriad of factors. The data gathered on challenges that encountered the SDR implementation revealed that the reform highly suffered from weak institutional capacity, poor management practices and working ethics and motivation related problems of employees.

Regarding institutional capacity related challenges the data obtained exposed that the major ones are including budget constraints, shortage of skilled man power, inadequate work facilities, inadequate training and heavy work burden. Although educated man power and adequate work facilities are crucial in such type of reform, the Office has shortage of both skilled man power and work facilities. Similarly lack of adequate training recorded as serious hurdle of SDR implementation in the Office. Probably it is such insufficient training and awareness creation that lead majority of employees in the office to be hostile to the reform process.

Moreover the information gathered on institutional challenges showed that despite the office of capacity building has been established to give support and encourage offices that would enter into implementing SDR in the city administration, the support provided by the Office so far is insignificant. Consequently, it was found out that the essential institutional, skill and resource capability to implement SDR in the office of city service remains a

lot to be improved. Hence, these institutional challenges have to be addressed if the true reform is needed.

Beside weak institutional capacity, the SDR implementation in the Office of City Service is seriously impeded by poor management practices. Although strategic management practices are important elements of reform success, in the Office of City Service such management practices are found totally absent. Among other things, the data pertained in this regard showed that the inadequate authority delegation, insufficient consultation and weak practices of recognizing and rewarding of good works are seriously hindered the effectiveness of SDR in the office. Hence, all such poor management practices recorded in the office attested that the SDR lacks leadership commitment among the officials of the Office.

Finally, it was found out that challenges emanated from working ethics and motivation of employees made the reform in the office to be stagnant and moving backward. Particularly in these regard, the major challenges observed from the employees are skeptical on SDR, resistance to change, low motivation and mismanagement of time. Lack of incentive, awareness creation and shortage of training might have contributed to all of the above challenges emanated from working ethics of employees. Hence, these need due regard from the management bodies of the Office.

## **4.2 Concluding Remarks**

Although the Office of City Service has embarked on service delivery reform since November 2002, achievements remain limited and the performance of the reform remains hindered by a myriad of factors emanating from weak institutional capacity, poor management practices and poor working ethics and low motivation of employees.

Therefore, unless the Office of City Service takes immediate and critical measures to alleviate the condition, SDR remains rolling back and hence

service quality will continue to deteriorate. To this effect, the following major recommendations are forwarded.

### **4.3 Recommendations**

#### **1. Continuous and consistent training should be given to workers**

As already mentioned one of the major causes for failure to bring the expected attitudinal change among employees in the office is absence of adequate training and awareness creation on the essence of SDR. As a result, the majority of the employees in the Office remain adamant to the reform process. Therefore, continuous and consistent training and retraining should be given to the workers to inculcate the essence of SDR in their mind as well as to promote positive attitude among them.

Moreover, since SDR needs skilled man power, improving the knowledge level and capacity of those employees in the system through conducting on the job and off the job training should be stressed.

#### **2. Improving the management system should be stressed**

The research found out that inadequate delegation of authority, weak consultation and absence of incentive systems, which characterize the management practices of the Office of City Service seriously impeded the effectiveness of SDR implementation in the Office. Hence, undoubtedly this contributed to the low level of workers commitment and motivation observed.

Therefore, to motivate employees and make them committed towards the reform implementation, the management bodies of the Office should stress on strategic management leadership. This means the leaders in the Office should delegate enough authority to front line staff with corresponding responsibilities; they must create participatory management environment through encouraging of employees' participation in planning and decision making and they should create

healthy competition among employees through recognizing and rewarding of good works.

### **3. Result oriented evaluation must be strengthen**

One of the major challenges faced SDR implementation in the office is ineffectiveness of result oriented evaluation system of employee's performance. It was found out that the evaluation of workers' performance in the Office was blurred. Obviously under such circumstance none of the workers are strictly performing their duties and gives emphasis to the importance of time management. Beside, such blurred evaluation of employees' performance creates opportunistic behavior among officials in recruitment and promotion of employees based on criteria other than merit.

Hence, to curb all these defects, the Office should constantly maintain and strengthen result oriented evaluation system.

### **4. Capacity building issues should be addressed**

It is clear that no reform can be successful without building the institutional, skill and resource capability of implementing institutions. It was found out that the Office of City Service was unable to manage and implement the SDR to a desired extent due to its weak institutional capacity. Particularly budget constraints, shortage of skilled man power and inadequate work facilities are recorded as major challenges of SDR implementation in the Office. Hence, if true reform is needed the concerned government bodies and the Office itself should exert the necessary efforts to alleviate such capacity limitation through working in partnership with other stakeholders particularly with that of donors.

### **5. Political commitment should be in action**

Practical evidences on reform implementation attested that most of successful reforms are politically driven at the highest level of government. Such political commitment, among other things, requires the politicians to create enabling environment to implementing

institutions via mobilizing of the essential resources and supports. The research found out that such political commitment in the city administration is absent and remains symbolic. Therefore the concerned politicians in the city administration should practically show their commitment by providing the necessary support and resources to implementing institutions as well as they should follow up the status of the reform implementation through meaningful monitoring and evaluation.

Besides, the establishment of clear performance based accountability relationship between the politicians and officials of implementing institutions should give due attention since absence of it might contributed to weak leadership commitment exhibited in the city service office.

#### **6. The office of city service should support the SDR through research**

The research found out that the use of complaints and suggestions made by clients as a source of feed back to improve efficiency and effectiveness of services in the Office of City Service is neglected. However, such feed back information are critical to learn from the past and not to repeat same mistakes again. Beside this, research efforts should be made to know the implementation status of the reform and there by to improve the implementation strategies. Therefore the Office has to give emphasis on supporting SDR with research in order to build SDR on strong basis and make it sustainable.

#### **7. The Office of City Service should explore alternatives to direct service provision**

Many scholars agreed that improving service delivery is not only about rehabilitation of public sectors through reforms; rather it also calls the need for flexibility to explore alternative forms of service provision like

contracting out and privatization. This means that, for effective and efficient delivery of public services, single government provision should not be taken as a rule; rather some of government functions are needed to face market tests such as contracting out. The rationale for the need of such alternative forms of service provision is to stimulate competition between service providing agencies and thereby to promote cost saving, efficiency, flexibility and responsiveness in the delivery of services.

Therefore, the Office of City Service is recommended to explore alternative forms of service provision particularly to contract out those services that can be better managed by private firms while stressed on the need to exercise caution in its application.

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# Appendices

**Appendix I**  
**Addis Ababa University**  
**School of Graduate Studies**  
**Faculty of Business and Economics**

**Department of Public administration and Development Management**

Checklist Interview for Top Management of Bahir Dar City Administration office of city service.

1. would you mention please, the over all responsibilities and accountabilities of your office?
2. To whom your office is directly accountable? How such accountabilities are governed?
3. What main services your office provides to clients' in general? Which of those services involves direct contacts between customers and your office?
4. Did your office started to implement the service delivery reform since its adoption (20002/3)? If no why was delay?
5. Which services were reformed at the beginning? why?
6. What preparation were made to begin the reform in your office?
7. What types of services exhibits improvements after reform implementation? To what extent? How do you measures?
8. Did your office support SDR implementation with research and study (i.e. customer satisfaction survey) so far? If yes what were major findings and corresponding actions took accordingly?
9. Did the capacity building office support SDR implementation in your office? How? To what extent?
10. What are major challenges/problems of SDR implementation in your office?
  - challenges related to the office as institution
  - Challenges related to management practices
  - Challenges related to workers commitment, motivation and work ethics.
11. What do you think about reform prospect in near future? Why?
12. If you have any thing to say, please well come

Thank your for your time to be interviewed.

**Appendix II**  
**Addis Ababa University**  
**School of graduate studies**  
**Faculty of Business and Economics**  
**Department of public administration and development management**  
**Questionnaires to staff respondents**

Dear respondents, I am a post graduate student of public administration and development management at Addis Ababa University faculty of Business and Economics. Currently I am conducting a research paper /master thesis/ on the effectiveness of public service delivery Reform (PSDR) implementation in Bahir Dar city service office. To this effect I prepared this questionnaire that seeks your views and experiences regarding the implementation of PSDR within the Bahir Dar city administration office of City service. It consists four sections.

The questionnaire is purely an academic and in no way affect the personalities of any one. The information that you provide will be treated in the **STRICTES CONFEDENCE. Your name is not required.**

Your cooperation is very important for success of this study to asses progress made so far in implementation of SDR, to identify problems that may have been encountered and to propose solutions to those problems. You are therefore urged to express your opinions and experiences as honestly and as openly as possible

**General instructions**

- Write your response for all open questions as briefly as possible. When you are asked to “tick” please use “X” mark in front of your choice.
- Rate each item and put “X” mark in front of each item/information provided in the table of your choice that designated as :

5: very high, 4: high, 3: medium, 2: low, 1: very low

Dear respondents, your cooperation are highly appreciated and the researcher is grateful to you for duly and carefully filling the questionnaire.

Thank you a lot

**Section one: Back ground/general personnel information of respondents (please put “x” mark in front of your choice)**

1. Are you male or female?
  1. Male
  2. Female
  
2. To which age group do you belong?
  1. under 25 years
  2. 26-35 years
  3. 36-45 years
  4. 46-55 years
  5. over 55 year
  
3. What is your highest educational qualification?
  1. attend up primary/elementary school (1-8)
  2. attend up to 12<sup>th</sup> grade/high school (9-12)
  3. technical/vocational training
  4. college diploma
  5. University graduate-first degree
  6. University graduate-post graduate
  
4. How long have you worked in this office.
  1. less than a year
  2. 1-5 years
  3. 5-10 years
  4. >10 years

**Section 2; questionnaires regarding the implementation of PSDR**

1. The following items are representing important pre-reform implementation activities to begin and deploy service delivery reform successfully. Please put “X” mark under the response category that designated as 1: “yes”, 2: “To some extent”, 3: “No”, 4: “Don’t know” to each items as per their realities on the office in your opinion. If the list are not exhausted, please add by writing below it.

No.		Yes 1	Yes but to some extent 2	No 3	Don't know 4
1	Mission statement was prepared				
2	Code of conduct was developed				
3	Suitable offices were present to carry out reform				
4	Adequate human, financial and physical resource deployed				
5	Strategic planning and management was prepared				
6	Business process reengineering was designed				
7	Compliant handling unit established				
8	Customer need and expectation were identified				
9	Service standards were set to compare achievements with the reform				
10	Staff were made aware of the new policy of service delivery reform				
11	Customer focused training given to staff particularly for front line staff				

Other pre implementation activities or preparation made in the office

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2. Did your office carried out all five sub programs of CSRP simultaneously?

1. yes
2. No
3. Don't know

3. If your response for question No “2“ is “No” to which of the sub programs priority have given? please give reason why the office have given priority too?

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4. What were the main problems of service delivery in the office before SDR implementation began (tick “x” mark up to 7 most common problems)? If the lists are not exhausted, please add by writing below it.

Staff being rude to clients	1
Incompetent staff	2
Staff not responding to clients queries	3
Clients being denies the right to complain	4
Corrupt staff or Soliciting for bribes	5
Over crowded premises	6
Dirty offices premises	7
No seats for clients while waiting to be served	8
The time that it took to obtain service	9
Too much bureaucracy-asked to see many officers	10
Absence of information desk for clients	11
Staff availability in the office to serve client	12
Staff adherence to official opening hour	13
Low staff motivation	14

Other problems of service delivery before SDR

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5. Did you attend any training course or work shops whose objective was to improve the SDR implementation?

1. Yes

2. No

6. If your response to question No “5” is “yes” how do you rate It’s relevance to improved SDR implementation in your office

- 1. Was very relevant
- 2. Was relevant
- 3. Neither relevant nor irrelevant
- 4. Not relevant

### **3 Questionnaires regarding achievements of SDR**

The following items /information’s / in the table below are represented the assumed achievements /out comes/ of SDR implementation. Five point scales are given corresponding to each item to measure the extent to which they are achieved in your office. Please put “X” mark under appropriate response category that best describe the extent of achievement in the office in your opinion.

No	Items of assumed achievements	Extent				
		Very high	high	Medium	low	Very low
1	Courteousness and helpfulness of staff increased					
2	Honesty and integrity of staff increased					
3	Promptness of staff in serving clients improved a lot					
4	Staff sensitivity to serve clients increased					
5	Perception /experience/ of corruption i.e bribe, favoritism by staff in return for service sharply reduced					
6	Knowledge level and capacity of staff about their work increased					
7	Initiativity of employees to give suggestions on how to improve service delivery in the office observed					
8	Absenteeism sharply declined					
9	Adherhance to official opening hour significantly improved					
10	Clients awareness of days and hours on which service available to them increased					
11	Clients in advance knowledge of requirements to be eligible highly improved					
12	Clients knowledge of process and procedures to get service improved a lot					
13	Clients knowledge of expected service standards increased					
14	Clients knowledge of where and how to lodging complaints improved					
15	Timeliness (length of time clients spend to get service) highly improved					
16	Process and procedures to get service become few and easy					
17	Coordination of related services highly improved					
18	Offices are made to be attractive and convenient to users.					
19	Appropriate mechanism of compliant handling made available to user					
20	Welcoming of complaints in the office increasingly observed					
21	Number of clients who make complaints increased from time to time					
22	Quickness and objectivity of corrective measures highly improved					
23	Recording and periodical review of complaints practically observed.					
24	SDR increased revenue					
25	SDR reduced costs					
26	SDR increased service coverage					

#### Section 4. Questionnaire regarding challenges of SDR implementation

1. The following items in the table below are the possible challenges that hindered the successful implementation of SDR. Five point scales are given corresponding to each item to measure the extent to which they are perceived as a challenge or problem encountering in SDR implementation in your office. Please put “X” mark under appropriate response category that best describe your opinion.

No	Challenges/problems	Extent				
		Very high	High	medium	low	Very low
1	Lack of enough budget					
2	Shortage of skilled man power					
3	Inadequate work facilities and equipments					
4	Heavy work load in the office					
5	Lack of effective coordination among departments					
6	Lack of integrated implementation of all sub programs					
7	Ineffective result oriented performance evaluation					
8	Inadequate training given to staff					
9	High professional turn over					
10	Inadequate delegation of authority to subordinate staff					
11	Inadequate consultation between management and employees					
12	Weak practices of recognizing good work					
13	Weak practices of rewarding good work					
14	Inadequate team work					
15	Prevalence of patronage system in recruitment and promotion					
16	Worker’s resistance to change					
17	Lack of positive attitude for work values					
18	Workers skeptical on SDR assuming that it may end up retrenching them from their job in long run.					
19	Low staff morale					

If you have any suggestions, comments or anything to say, please write down below.

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**Thank you for your time**

**Appendix III**  
**Addis Ababa University**  
**School of graduate studies**  
**Faculty of Business and Economics**  
**Department of public administration and development management**  
**Questionnaires to client respondents**

Dear respondents, I am a postgraduate student of public administration and development management at Addis Ababa University faculty of Business and Economics. Currently I am conducting a research paper /master thesis/ on the effectiveness of PSDR implementation in Bahir Dar city administration office of city service. To this effect I prepared these questionnaires that seek your views and experiences on the quality of services render by this office as a client.

The Questionnaire is purely an academic and in no way affect the personalities of any one. The information that you provide will be treated in the **STRICTEST CONFEDENCE. Your name is not required.**

Your cooperation is very important for success of this study to asses the standard of service quality, to identify problems and to propose solutions. You are therefore urges to express, your opinions and experiences as honestly and as openly as possible

**General instruction**

Put “X” mark in front of each item /information provided in the table of your choice as per the specific instruction to each section of questionnaire.

**Section1: Questionnaire on personal information of respondents**

I would like to know something about your self. Please put “X” mark in front of your choice

1. Sex?

1. Male

2. Female

2. To which age group do you belong?

1. Less than 25 years

2. 26-35 years

3. 36-45 years

4. 46-55 years

5. Over 55 years

3. What is your highest educational level/

1. Never attend school

2. Attend primary school (1-8)

3. Attend high school (9-12)

4. Technical /vocational training

5. College diploma

6. University graduate -1<sup>st</sup> degree

7. University graduate-post graduate

4. What is your occupation?

1. No occupation currently

2. Civil servant /parastal employee

3. Employee in private sector

4. Self employed

5. If any other occupation \_\_\_\_\_

## Section 2:

### Questionnaire to assess satisfaction of clients' on quality of service delivery

1. The following items /information's in the table below are designed to asses your level of satisfaction on different dimensions of service quality that you received from the office of city service. Five point scales that designated as 5 = very satisfied 4= satisfied 3=neither satisfied nor dissatisfied 2= dissatisfied 1= very dissatisfied are given corresponding to each item to see your level of satisfaction. Please put "X" mark under appropriate response category that best describe your level of satisfaction to each of the item in your opinion.

No.	Dimensions of service quality	Level of satisfaction				
		Very satisfied 5	Satisfied 4	Neither satisfied nor dissatisfied 3	Dissatisfied 2	Very dissatisfied 1
1	Courteousness and helpfulness of staff					
2	Honesty and integrity of staff					
3	Sensitivity of staff to a client feelings					
4	Promptness of staff in serving clients					
5	Staff ethics i.e. serving all client's equally and no perception of bribe in return for service from clients					
6	Information openness on days and hours of service provision					
7	Information openness on procedures and process to get service					
8	Availability of pre information on requirements needed to be eligible for services					
9	Information openness on expected standards of service					
10	Information openness on where and how to lodge complaints					
11	Physical attractiveness of offices					
12	Number of procedures to get service					
13	Length of time it take to get service					
14	Convenience of customer compliant handling system					
15	Quickness and objectivity of corrective measures to complains					
16	Staff hard work and efficiency					
17	Staff availability in the office to serve clients					
18	Staff adherhance to official opening hour					

**Section 3: Questionnaires to identify problems of service delivery**

1. Please, Tick” up to 7 items that you think are the main constraints facing the staff of this office in delivery of services to clients. If the list does not include any thing you want to say, please add below! Put “X” mark in front of your choice.

No.	Items	
1	Staff are rude to customer	
2	Long queues	
3	It takes a long time to obtain services	
4	They require too many documents	
5	Too few staff to serve as	
6	They can not easily find our files	
7	They don’t inform us before hand what to bring	
8	They are too busy	
9	They do not have adequate equipment and facilities	
10	Staff are too lazy	
11	They ask for bribes	
12	They do not keep appointment with customers	
13	They do not respond to queries from customers	
14	Staff are absent from office most time	
15	They favor their friends and relatives	
16	The office are too crowded	
17	Asked to see many officers	
18	Inappropriate compliant handling	

Other problems or constraints faced by staff in this office

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**Thank you**

## Appendix IV

›Ç=e ›uv ç"y`e+

ÉI[ U[n fUI`f u?f

I`w" MTf ›e)ÇÁ` f/iõM

KvI`Ç` ÝT ›ÑMÓKAf ê/u?f c^}™, ¾}²ÖË SÖÃp

ÃI SÖÃp u›Ç=e ›uv ç"y`e+ ¾ÉI[ U[n f/u?f ¾I`w" MTf ›e)ÇÁ` f/iõM }T] ¾}²ÖË c=J" ›LT`<U uvl`Ç` ÝT ›ÑMÓKAf í/u?f uS}Óu` LÃ ÝT›Ñ-<f ¾c=y=M c`y=e ThhÁ -aÓ^V<›"É" a'— ¾J'"< ¾›ÑMÓKAf ›cØ ThhÁ "®<e -aÓ^U ›ðécU" ÁÖÖS<f" ‹Óa<KTØ"f "'<:: eK²=I ÃI" ÝÓUf "'<cØ uTeÑvf KØ" © êG<õ Sd"f "'<É Ñ>²?-f" c"<}"< ÃI" SÖÃp KSS<Lf õnÅ— uSJ"- upÉT>Á Ýö}— UeÒ"Ã" Ák[wÿ< SÖÃI Á"} †"<• Mç Mç ØÁo-< u)cÖ<f SS]Á-< Sc[f SM• "Ç=cÖ< u›jwaf ÖÃn•G<::

### 1. ¾}ÖÁm"›>ÖnLÃ SÍ

SS]Á:- uT>S[Ö<f SMe LÃ "X" ÃI" UMif ÃÖKS<

1. è

1. "'É

2. c?f

2. °ÉT@ ----- `Sf

1. Ý 25 u <

2. 26-35

3. 36-45

4. 46-55

5. Ý 55 uLÃ

3.  $\frac{3}{4}\text{Å}[c<uf \ddot{ö}] - \frac{3}{4}fUI`f \text{Å}[í?$
1.  $\text{>}\text{Å} - \text{Å}[í fUI`f \frac{3}{4}\ddot{y} \text{ } \text{K} /1-8- / \quad \square$
  2.  $G<K} - \text{Å}[í fUI[f \frac{3}{4}\ddot{y} \text{ } \text{K} /9-12- / \quad \square$
  3.  $\frac{3}{4},i'>i" S<\text{Å} fUI`f \frac{3}{4}\ddot{y} \text{ } \text{K} \quad \square$
  4.  $\text{Ç}=-\text{KAT} \text{ÅK}''< \quad \square$
  5.  $\frac{3}{4}\text{SĚS}]\text{Å} \text{Ç}=\text{Ó}] \text{ÅK}''< \quad \square$
  6.  $\frac{3}{4}G<K} - / \frac{3}{4}\text{Te}\} \text{e}/\text{Ç}=\text{Ó}] \text{ÅK}''< \quad \square$
4.  $u\text{>}\ddot{N}\text{MÓKA}f \text{ê}/u? - \text{''}<e\emptyset u\text{>}\ddot{O}n\text{L}\ddot{A} \text{KU}'' \text{ÅIM} \ddot{N}>^2? c`}\text{aM}?$
1.  $\ddot{y}\text{>}\text{É} \text{ } \text{S}f u \text{ } < \quad \square$
  2.  $1-5 \text{ } \text{S}f \quad \square$
  3.  $5-1^{\text{®}} \text{ } \text{S}f \quad \square$
  4.  $\ddot{y}1^{\text{®}} \text{ } \text{S}f u\text{L}\ddot{A} \quad \square$

**2  $\text{>}\ddot{N}\text{MÓKA}f \text{>}c\times\emptyset \text{Thh}\text{Å} \text{''}^{\text{®}}<e -a\text{Ó}^{\wedge}\text{S}<'' \text{KS}\text{Ó}u\text{` } e\text{K}\text{Å}[\ddot{N}< \text{pÉS} \text{ } \text{ÓI},< \text{'' } e\text{K}\text{>}\ddot{O}n\text{L}\ddot{A} \text{>}\ddot{N}\text{MÓKA}f \text{S}[\text{í}::$**

1.  $\ddot{y}^2=| u \text{ } < u\text{>}\text{SK}\ddot{y}\text{''}< c\text{''}\ddot{O}[\text{»} \text{''}<e\emptyset \frac{3}{4}k[u<f \emptyset\text{Å}o-< u\text{>}\ddot{N}\text{MÓKA}f \text{ê}/u?f \text{''}<e\emptyset \frac{3}{4}\text{>}\ddot{N}\text{MÓKA}f \text{Thh}\text{Å} \text{''}^{\text{®}}<e -a\text{Ó}^{\wedge}\bullet\text{''} \text{KS}\text{Ó}u\text{` } \frac{3}{4}\text{Å}[\ddot{N}< \text{pÉS} \text{ } \text{ÓI},<'' \text{KSK}\frac{3}{4}f \frac{3}{4}k[u< c=J'' \ddot{y}\text{L}\ddot{A} u c\text{''}\ddot{O}[\text{»} \text{>}f \ddot{y}k[u<f \text{>}^{\wedge}f \text{>}T^{\wedge}\ddot{y} \text{ } \text{TK}fU \text{ } 1. \text{ } \text{Å}\bullet\bullet\text{M} \quad 2. u\text{>}\text{c}' \text{ } \text{Å}[\text{í} \bullet\bullet\bullet\bullet$
3.  $\text{>}\text{M}\text{Å}[\ddot{N}U \quad 4. \text{>}\text{L}''<pU \text{ } \ddot{y}T>K<f \text{ } \text{SM}e \text{ } \ddot{A}J''\text{M} \frac{3}{4}T>K<f'' u \text{ } \text{Å}''\text{Ç}''\text{Æ} \emptyset\text{Å}o f\ddot{A} \text{ } \text{X}'' \ddot{A}I'''' \text{UM}if u\text{S}\ddot{O}kU \text{ÅSM}j\sim::$

}.I	pÉS 'Óĭ,κ	}T^àκ			
		})Á•ÕM 1	u} 'c' ..... 2	Á[Ē	})M})Á[ÑU 3
1	¾ê/u?f ¾})M°ϕ SÓKÝ /mission statement/ "Ç=2Òĭ .....				
2	¾e' UÓv` Á"xκ "Ç="Ö< .....				
3	-aÓ^S<" KS}Óu` ¾TÁeκ< }S^ ¾J'< u=a-κ "Ç=2Òĭ .....				
4	um ¾c''< ¾Ñ'²w" ¾T,]ÁM 'Óĭf .....				
5	¾ê/u?~ ef^,Í=-κ pÉ /strategic planning and management/ "Ç=2Òĭ .....				
6	¾e^ óef ThhÁ / Business process reengineering/ .....				
7	¾})ÑMÒζ< p_ Te})Ñĭ e`-f" S"ÑĒ "Ç=2Òĭ .....				
8	¾})ÑMÒζ< öLÔf" ¾T>Ák`vD†''<• Gdxκ KT`p Ø" f /Customer Survey/ .....				
9	¾})ÑMÓKAf }cØ Á[ĭ /e "Ç`É/ service standard / "Ç=2Òĭ .....				
1®	-aÓ^S<" Ke^}TM,κ ¾Te}a" p e^ }.....				
11	Á"uTM,κ• T°YM ÁÁ[Ñ eMÖ" Kc^}TM,κ u)KÁU ÝvKÑ<Çζ< Ò` kØ}— Ó"-<'f KT>ÁÁ[Ñ< e^}TM,κ "Ç=cØ .....				

YLÄ Y}Ökc<f K?L ¾}Ä[Ñ< pÉS ´ÓĪ, < "K< vj-" ÄØkc<

2. u>ÑMÓKAf ê/lu?~ G<K<U TKfU ›Ue~U ¾c=y=M c`y=e ThhÁ "®<e - aÓ^V< ¾}}Ñu\vf u>"É LÄ "'<" ?

1. >-

2. ›ÄÄKU

3. ›L"<pU

3. K}^ IØ ´2´ Ø•o SMe- ›ÄÄKU´ ¾T>M YJ´ K¾f—"/-‡ "®<e -aÓ^U pÉT>Á fY<[f }cØ...M? ¾²=I" Uj"Áf u `e- ›SK"Yf ÚU["< u>B\ u=ÑMèM´ ?

4. Y²=I u < u}SKY}´< c"Ö[» ´<eØ Y}"}~f ¾ÑMÓKAf ›c×Ø <Óa< S"YM u>ÑMÓKAf ê/lu?~ ›ÑMÓKAf ›c×Ø LÄ ¾ThhÁ -aÓ^S< YS}Óu\ uòf Ä ħ 'u' ¾T>LD†´<" / eY cvf ¾T>J´< / a" a" <Óa<" "X" UMjf uTÉ[Ó ÄU[Ö<::

1	c^}™< K}ÑMÖĸ< ØÁo fY<[f ›KSeÖf
2	wnf ÁK´<" ] c^}— ›KS•`
3	¾}ÑMÖÄ p_ ¾Tp[w Swf" ¾p_ Te}"ÑÍ e`~f ›KS•`
4	Y}ÑMÖĸ ›K:Óvw ¾J' ØpTØpU KTÓ-f ¾T>Vj\ c^}™< S•`
5	ê/l u?~ u}ÑMÖĸ< w³f SÚ"´p
6	u=a-< "êl"†´< ÁM}Öuk" K-Ä" T^Y= ÁKSJ"
7	••••• ••••• ••••• •• ••••• ••••••••
8	›ÑMÓKAf KTÓ-f ¾T>"eÄ´< c~f [»U SJ"
9	¾}"³²< ¾e^ Ä"x< }ÑMÖĸ ›ÑMÓKAf KTÓ-f w²< u=a-<" ¾e^ Ä"x< TKō
10	e^}™< ›ÑMÓKAf KSeÖf ue^ Ñu †´< LÄ ›KSÑ-f
11	c^}™< ¾e^ c~f ›KTju`
12	¾S[Í SeY Ēej ›KS•`
13	¾c^}™< ¾e^ }´di´f / motivation/ ´p}— SJ"

ŸLÄ Ÿ}Ökc<f ŸÖa<K?L Ä ħ 'u' ¾T>LD†" < a" a" ŸÖa<"K< u=Öpc<

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5 ŸŸŸMÓKAf Ÿc×Ø ThhÁ "®<e -aÓ^U Ÿ}Ÿvu` Ö` u}ŸŸ"- eMÖ" ŸÄU  
c?T>"` }"öK"< Á"<nK<

1. Ÿ-
2. ŸÄ

6 K}^ IØ` '5' SMe- 'Ÿ-' ¾T>M ŸJ' ¾eMÖ""<" /•<" / ŸÄU ¾c?T>"\"/•<" /  
ŸÖnLÄ ÖkT@ c=ŸSÓS<f U" ÄSeLM ?

1. u×U Önt> 'u`
2. Önt> 'u`
3. ŸUw³U Önt> ŸM'u[U
4. Önt> ŸM'u[U

**3 ŸŸŸMÓKAf Ÿc×Ø ThhÁ "®<e -aÓ^U Ÿ}ŸŸu[ u%EL ¾}ŸŸ-< Ÿ<Ö?„<" ¾T>Çee  
SÖÄp**

1. Ÿ²=I u < u}SKŸŸ"< c" Ö[» Ÿ<eØ ¾}"~ S[Ë-< ŸŸŸMÓKAf ThhÁ -aÓ^U }ðIT>'f  
¾T>Öul Ÿ<Ö?„< c=J'< u `e- ŸSK"Ÿf Ä"Ç"Æ Ÿ<Ö?„< U" ÁIM uŸŸMÓKAf  
ê/u?~ ŸŸŸMÓKAf Ÿc×Ø LÄ "Ä ħ uc"Ö[» Ÿ"} LÄ Ÿ}KSÖ<f ŸT^à< TKf 5 u×U  
Ÿö}— 4 Ÿö}— 3 S"ŸK— 2 'p}— 1 u×U 'p}— ŸT>K<f uSU[Ø u Ä"Ç"Æ  
S[[-< /Ÿ<Ö?„< fÄħ "X" UMif uSÖKU ÁSMj~::

}.l	" <Ö? " <	SÖ"				
		u×U ÿö)— 5	ÿö)— 4	S"ÿK— 3	´p)— 2	u×U ´p)— 1
1	c^}™ < K}ÑMÖ < ¾T>¾d < f fl}" " }vv]' f ShhM					
2	c^}™ < }ÑMÖ • " up" ' f" u T' f TÑMÑM					
3	c^}™ < }ÑMÖÄ" upMØø" TÑMÑM					
4	c^}™ < K}ÑMÖ < ðLÖf }Ñu=" <" ;wÄf" fÿ < [f SeÖf					
5	c^}™ < G < K < " U }ÑMÖÄ u ÿ < M' f TÑMÑM • U" U Ä' f ØpTØpu ÿ }ÑMÖ < ÄKShf öKÖf Td¾f					
6	}ÑMÖÄ < ;ÑMÓKaf ¾T>cØuf" c" f" k" uÓMè " Ç=Ä" < lf uTÉ[Ó [ÑÉ					
7	}ÑMÖ < K;ÑMÓKaf wi KSJ" TTELf ¾T>Ñvt" <" 'Ñ pÉS S[É uSeÖf [ÑÉ					
8	}ÑMÖÄ < ;ÑMÓKaf KTÓ-f TKð ¾T>Ñvt" <" ¾e^ Ä[- < uÓMè " Ç=Ä" < • f ÿTÉ[Ó [ÑÉ					
9	}ÑMÖÄ < ¾;ÑMÓKaf Ä[- <" /e " Ç`Ê < / uÓMè " Ç=Ä" < lf uTÉ[Ó [ÑÉ					
1®	}ÑMÖ < ¾f" "Éf p_ Tp[w "ÄT>K < ÓMè ÿTÉ[Ó > "é`					
11	}ÑMÖ < ;ÑMÓKaf KTÓ-f TKð ÁKuf" ¾e^ Ä" x< KLM" >ß' ÿTÉ[Ó > "é`					
12	;ÑMÓKaf KTÓ-f ¾T>"cÄ" <" Ñ>? ðx" ÿTÉ[Ó •••					
13	}ÑMÖ < ¾;KÁ < ;ÑMÓKA, <" u" É T°ÿM " Ç=ÄÑ- < ÿTÉ[Ó > "é`					
14	K}ÑMÖ < U †" }Ñu= ¾J' p_ Tc}"ÑÉ e" f ÿTuÉf > "é`					
15	¾p_ >p^u= }ÑMÖ < IØ` ÿÓ? "Ä Ó? ÄÄÑ ÿSU×f > "é`					
16	¾;ÑMÖÄ <" p_ u;waf" u}Ñu=" < S"ÑÉ ÿSkum > "í					
17	KT>k' u < p_ - < et"Ä" öfH© ULj<" ÿSeÖf > "é`					
18	¾;KÁ < ¾k[u < p_ - <" u" É LÄ uScwcv" u¾Ó? <					

	uSÑSÑU KÑMÓKAF ShhÁ "ÁU"ß'f YSÖKU [ÑÉ					
19	¾c^)—" <" ¾e^ iKAF" wnf ÝTdÁÓ }"é`					
20	c^)—" < u^c < }'di'f }Ñ•ÓKAF }cxØ" KThhM ¾}KÁ¿ Ñ"u= }e}Á¾, <" ØqT- < ÝTp[w }"é`					
21	c^)—" < ue^ Ñu " < LĀ ¾Sp[f G<'@> " S<K< uS<K< Tc"ÑÉ" uT>SMÝf					
22	c^)—" < •e^ c`f" }iwa uSÑ-f }"Á					
23	¾ThhÁ -aÓ^S< uê/u?~ }ÖnLĀ ¾Ñu= SÚS" " ÝTeÝJM •••					
24	¾ThhÁ -aÓ^S< ¾ê/u?~ ¾ÑMÓKAF }p`xf "Ü "Ç=k"e ÝTÉ[Ó }•Á					
25	¾ê/u?~ ¾ÑMÓKAF gó"/¾ÑMÖĀ IØ"/YSÚS` }"é`					

**4. uÑMÓKAF }cxØ "®<e -aÓ^U LĀ ÁÖÖS< <Óa<" KŞÇce ¾}²ÖĒ SÖĀp::**

1. Ý²=I u < u}SKÝ}" < c" Ö[» " <eØ ¾}" }~f S[[-< ¾ÑMÓKAF ThhÁ "®<e -aÓ^U"  
u}ðKÑ" < Ā[í KS}Óu` "póf K=ðØ\ Ā<LK< }wK" < ¾T> cu< <Óa< c=J' < u `e-  
>SK"Ýf '²=I <Óa< U" ÁIM uê/u?~ ¾ÑMÓKAF }cxØ ThhÁ -aÓ^U }ðéÇU  
eÝ? T'f LĀ "póf "ĀðÖ\ uc"Ö[» }"f LĀ Ý}KSÖ<f }T^à< TKf 5 uxU Ýö)—  
4 Ýö)— 3 S"ÝK— 2 'p}— 1 uxU 'p}— ÝT>K<f uSU[Ø u Á"Ç'Æ S[[-< /<Óa</ fĀ¿  
"X" UM}f uSÖKU ÁSM}~::

}.I	<Óa<	SÖ"				
		uxU Ýö)— 5	Ýö)— 4	S"ÝK— 3	'p}— 2	uxU 'p}— 1
1	ê/u?~ um ¾J' uĒf }KS•\					
2	uê/u?~ ¾}T[ ¾c" < HĀM uum G<'@ }KS•`					
3	um ¾J' ¾e^ S•Í Sd}Ā" Idle }KSTELf					
4	u}KÁ¿ ¾c^ iōKA< S"ÝM }Ñu= ¾J' ¾e^ p"Ĵf }KS•`					
5	•ê/u?• LĀ Ýö)— ¾e^ Ý" S•`					
6	G<K<"U ¾c=y=M c`y=e ThhÁ -aÓ^V< u}k"Ē G<'@ }KS}Óu`					
7	" <Ö?f }Ç` ¾c[}™< U²" u}d" G<'@ ÁKS"•@Ē					
8	•• ¾J' eMÖ" Kc^}™< ÁKS•Öf					
9	Ýö)— ¾J' ¾}T[ ¾c" < HĀM öMcf					
1®	ÝvKÑ<ÇĀ Ö` ukØ ¾T>Ñ" < c^}™< um ¾J' ¾e^ " < }M" •• eMx" }KS•`					
11	u}e}ÇĀ" uc^}™< S"ÝM um ¾J' U}ij`" " <ĀĀf }KS•`					
12	uc^t" < Ø\ " <Ö?f LcS²Ñu< c^}™< }Ñu=" <" " < p" ¾ScÖf MUĒ }KS•`					
13	ue^t" < ÁKk " <Ö?f LSÖ< c^}™< }Ñu= ¾J' ¾Tu[ %o iMTf ¾SeÖf MUĒ ÁKS•`					

14	•m ¼J' ¼u<É" e^ >KS•`					
15	u " <mÁ" u'UÉ" ¼T>c^ ¼pØ" ¼ ÉÑf >c^` S ¼f					
16	¼e^}™, Ke^ c?f SM"U ¼J' >SK"Ÿf >KS•`					
17	uc^}—"< 2"É ¼ThhÁ -aÓ^S< ¼e^ SÖ" pM K=ÁÁ`e ĀLM ¼T>M ō^%o" SÖ^Ö` S•`					
18	¼c^}™, K"<Ø" KSkUM ðnÁ— >KSJ" /K"<Ø" S"ŸM/					
19	¼c^}™, ¼e^ V^M" }'di'f 'p}— SJ"					

usÚ[h u>ÑMÖ•<f ē/u?f >ÑMÓKAf >c×Ø ?<]Á K=cÖ< ¼T>ðMÑ<f T" —" <"U >Ā'f >e)Ā¼f "K-f ĀØkc< \_\_\_

## Appendix V

›Ç=c ›uv ç"y`e+

ÉI[ U[n f/u?f

I´w" MTf ›e}ÇÄ` f/iöM

KvI`Ç` ••• ›ÑMÓKAf ê/u?f Å•u™‹ ¾}²ÖË SÖÄp

ÄI SÖÄp ›Ç=c ›uv ç"y`e+ ¾ÉI[ U[n f/u?f ¾I´w" MTf ›c}ÇÄ` f/iöM }T] ¾}²ÖË  
c=J" ›LT"‹U uvl`Ç` ÝT ›ÑMÓKAf ê/u?f uS}Óu` LÄ ÝT›Ñ-‹f ¾c=y=M c`y=e  
ThhÁ "®‹e -aÓ^V‹ ›"Æ" a' — ¾J'"‹" ¾›ÑMÓKAf ›c×Ø ThhÁ "®‹e -aÓ^U  
›ðécU" ÁÖÖS‹f" ‹Óa‹ KTØ"f "'‹:: uSJ'‹U `f K²=I Ø"f Sd"f "Å }ÑMÒÄ'f-  
u›ÑMÓKAf ê/u?f~ ›ÑMÓKAf ›c×Ø LÄ ¾T>cÖ‹f ›c}Ä¾f ÍÓ u×U Önt> SJ'‹"  
ÝÓUf "‹eØ uTeÑvf ÄI" SÖÄp •Ç=VK‹M- ufQf" ÖÄnKG‹::  
KT>ÄÄ`Ñ‹M` fww` upÉT>Ä ÁScÑ"Ý‹ ØÁo-‡" u)cÖ‹f SS]Ä-‹ Sc[f  
›"Ç=SMc‹M` u;waf ÖÄnKG‹::

### eK }ÖÄm"‹ ›ÖnLÄ S]Í

1. ›ÖnLÄ SS]Ä:- ¾T>S`Ö‹f SMe LÄ "X" UM;f ÄÖKS‹::

1. i

1. "É

2. c?f

2. °ÉT@ ----- `Sf

1. Ý25 u ‹

2. 26-35

3. 36-45

4. 46-55

5. Ý 55 uLÄ

3. ¾fUI`f Å[í

1. ÁM}T[/Séö" T"uw ¾TÃ<M/
2. ›" Å— Å[í fUI`f ÁK" < /1-8—/
3. G<K}— Å[í fUI[f •K" < /9-12/
4. ‚i'>i" S<Á
5. Ç=—KAT
6. ¾SËS]Á Ç=Ó]
7. ¾G<K}— /Te} `e/Ç=Ó]

4. ¾e^ ›Ã'f

1. c^ ¾K?K" <
2. ¾S" Óef c^}—
3. ¾ÓM É`ìf c^}—
4. uÓM u^c< ¾T>c^
5. K?L ÝJ' ÃØkc< -----

2. }ÑMÒÄ: uÑMÓKAf ›cxØ LÃ ÁL†" <" ¾ ` " SÖ" KSÇce ¾}²ÒË SÖÃp

1. Ý²=I u < u}SKÝ" < e" Ö[» " <eØ ¾}" }~f S[[-< Å" u™< /¾}ÑMÓKAf }ÖnT>-</ uÑMÓKAf ›cxØ LÃ ÁL†" <" ¾ ` " SÖ" KSÇce ¾}²ÒË c=J" u `e- Ã uÑMÓKAf ê/u?~ ¾T>ÁÑ-<f ›ÑMÓKAf Ý²=I S[[->›é` U" ÁIM " ÅT>Á[Ý< uc" Ö[» ›"f LÃ Ý)cÖ<f ›T^Ý< TKfU 5 uxU Á["M 4 Á["M 3 U"U ›ÃMU 2 ›Á["U 1 uB^i ›Á["U ÝT>K<f uSU[Ø u Á"Ç"Æ ØÁo-< fÃ¿ "X" UMjf uSÖKU ¾ ` " -f" SÖ" ÁSMj-::

}.I	¾,ÑMÓKAf Ø^f SKÿ=Á	SÖ"				
		u×U Á["M 5	Á["M 4	U"U ¾AMU 3	¾Á["U 2	uß^• ¾Á["U
1	¾c^TM< flf" " }wv]'f					
2	¾c^}TM< p" 'f" T'f					
3	¾c^}TM< K}ÑMÖÄ öLÖf ¾T>Ád¿f fÿ<lf" iwÁf SeÖf					
4	¾c^}TM< pMØö"					
5	¾c^}TM< ¾e^ iKAf" wnf					
6	¾c^}TM‡ G<K<"U }ÑMÖÄ u ÿ<M ¾" Te}"ÑÉ" U"U ¾'f ØpTØpU ÿ}ÑMÖÄ ÁKShf öLÑAf					
7	ê/u?f ¾,ÑMÓKAf Seÿ k" " c'f ÓMê'f					
8	}ÑMÖ¿< K}ÑMÓKAf wI KSJ" TTELf ¾T>Ñvt" <" 'Ñ' pÉS S[Ë "Ç=ÁÑ-< ÁK" < G<'@					
9	¾ÑMÓKAf KTÓ-f S Kō ÁKvt" < ¾e^ Á[[-<" H>Á, < ÓMê'f					
10	¾,ÑMÓKAf Á[-< /e "Ç`Ê</ÓKí'f					
11	p_ -< ¾f" "Éf "ÁT>k`u< ÁK" < ÓMê'f					
12	¾ÑMÓKAf ¾T>cØvt" < ¾e^ iōKA< êÇf" U‡'f					
13	¾ÑMÓKAf KTÓ-f S Kō ÁKvt" < ¾e^ H>Á, < w³f					
14	¾ÑMÓKAf KTÓ-f ¾T>"eÄ" < Ñ>²?					
15	¾ê/u?~ ¾p_ Te}"Ñí e'f }Ñu='f /U‡'f					
16	Kp_ -< ¾T>cÖ" < ULi öfG©'f" öØ'f					
17	c^}TM< }ÑMÖ¿" KTÑMÑM G<MÑ>²? ue^ Ñu t" < SÑ-f					
18	c^}TM< ¾e^ c'f Tju`					

### 3 uÑMÓKAf ›c×Ø LÃ ¾T> ¿ ‹Óa‹" KŞÇce ¾}²ÖĚ SÖĀp

1. Ÿ²=| u ‹ u}SKŸ}¨‹ c"Ö[»¨‹ eØ Ÿ}¨}~f ¾}KĀ¿ uÑMÓKAf ›c×Ø ²<]Á ŸT> ¿  
 ‹Óa‹ S"ŸM u`e- °Ā uÑMÓKAf ê/u?~ ›ÑMÓKAf ›c×Ø LÃ ŐM}¨‹  
 Ā ĀM ¾T>LD†¨‹ cvf a" a" ‹Óa‹ Ÿ}²[²\Ÿ S"ŸM "X" ĀI"¨ UMjŸ uSÖkU  
 ĀU[Ö<::

.IØ`	‹Óa‹	
1	c^}™‹ K}ÑMÖ¿ Ø\ ›SK"Ÿf • Se}"ÓĚ ›KTd¾f	
2	[¹»U cMö/¨[ó SÖup ÓĚ SJ"	
3	›ÑMÓKAf KTÓ-f ¾T>ðĚ¨‹ Ñ>²? [»U SJ"	
4	w²< S[ ‹" KTp[w SÖ¾p	
5	}ÑMÖ¿" KTNMÑM ĀK<f ¾c^}™‹ IØ` T'e	
6	c^}™‹ ¾}ÑMÖ¿" õĀM ukLK< ĀKTÓ-f	
7	}ÑMÖ¿ TTELf ¾T>Ñv¨‹" upÉT>Ā S[  ĀKSeÖf	
8	¾c^}™‹ ue^ ¾S"Ö`	
9	c^}™‹ um ¾J' ¾e^ Idle" T,]ĀM ›KTEL †¨‹	
1®	¾c^}™‹ Ÿō}— e" õ"	
11	c^}™‹ u¨¨‹ mĀ" u²SĚ Se^f	
12	c^}™‹ Ÿ}ÑMÖ¿ ›LÓvw ØpTØpU SÖKÓ	
13	u›Óvu< kÖa ĀKSeÖf" ukÖa ĀKTe}"ÑĚ	
14	c^}™‹ ue^ c¯f ue^ Ñu †¨‹ LÃ ĀKSÑ-f	
15	›cM^" ¾}"³²< ¾e^ Ā"x< S•`	
16	ê/l/u?~ u}ÑMÖ¿‹ SÚ" 'p	
17	p_ " u›Óvu< ĀKTe}"ÑĚ	

YLA Y}Ökc<f (Óa< " <B<sup>a</sup>" (Óa< 3/4T>LD†" < "K< u=Öpc<

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## **DECLARATION**

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

Declared by:

Name: \_\_\_\_\_

Date \_\_\_\_\_

Signature \_\_\_\_\_

Confirmed by Advisor:

Name of advisor \_\_\_\_\_

Signature \_\_\_\_\_

Place and date of submission \_\_\_\_\_