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ADDIS ABABA UNIVERSITY

College of Business and Economics

Department of Public Administration and Development Management

**The Effectiveness of Service Delivery Reform Implementation in Addis Ababa
City Administration: the Case of Kirkos Sub City**

By: Getnet Meressa

ID No: GES/4067/11

Advisor: Dr. Jemal Abagissa

**A thesis submitted to the Department of Public Administration and
Development Management of Addis Ababa University in partial fulfillment of
the requirements for the Degree of Masters in Public Management and Policy
(MPMP)**

May, 2020

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This is to certify that the thesis prepared by Getnet Meressa entitled The Effectiveness of service delivery reform implementation, which is submitted in partial fulfillment of the requirements for the Degree of Master in Public Management and Policy (MPMP), complies with the regulations of the University and meets the accepted standards with respect to originality and quality.

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DECLARATION

I declared that This Thesis is my original work and that it has not been submitted partially; or in full, by any other person for an award of a degree in any other university/institution. Furthermore, information that is taken from different publishes and unpublished sources are acknowledged/cited in the text and listed in the reference at the end of this research paper.

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Name of Advisor: **Jemal Abagissa**

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List of Abbreviations

Abbreviations	Descriptions
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

Abstract

This research attempts to assess the effectiveness of the SDR implement in Addis Ababa City Administration the Case of Kirkos Sub City. The Ethiopian Civil Service has so far not been able to effectively carry out government policies and programs as well as to organize and delivered time and cost-effective service for so long years due to a broad set of deficiencies. To achieve a quality of service delivery indicators is computed using descriptive statistics. The researcher used probability and non-probability sampling technique. In addition to that both quantitative and qualitative research approach and two kinds of data gathering tools which were Questionnaire and Interview would be used. The data was entered and analyzed using SPSS software's. The output data were interpreted by using tables, frequencies and percentages. The result of the study was indicating that despite the policy of SDR, which was planned to bring significant improvements in various scopes of service quality recorded so far in the aforementioned dimensions of the service quality in the kirkos sub-city administration remains limited. Therefore the study was observed with respect to a preparation made, to increase achievements recorded and minimized challenges. The manager of sub-city administration takes possible solution to minimized challenges such as; weak institutional capacity, poor management practices and working ethics and motivation related problems of employees. Finally, the suggestions made are helpful in solving the above problems. Emphasis placed on recommendations for continuous training; strategic management practices, capacity building, support the SDR through research, explore alternatives to direct service provision and result-oriented performance are stressed within the recommendations forwarded.

Key words; Civil Service Reform Program, service delivery reform, NPM, and effectiveness

CHAPTER ONE

1. Introduction

This section deals with an introductory part such as the background of the study, the statement of the problem, and to introduce an argument why the effectiveness of the service delivery reform in the Kirkos Sub-City. It also concerned with the objectives of the study, the Research Question, the significance of the study, the scope of the study area, and limitations of the study

1.1. Background of the study

During the two decades, most African countries have commenced comprehensive public sector reform programs, and in many cases have received support from international organizations. However, despite the tremendous efforts and resources those are allocated to the current endeavor, progress remains scant and fewer impressive (Willis, 2005 as cited in Lufunyo, 2013). Most of the general public sector reform programs that have taken place in developing countries during the last 20 years were introduced as a part of the Structural Adjustment Programs (SAPs) of the planet Bank within the 1980s. However, most of the newer reforms, under the impact of the New Public Management (NPM), are driven by a mix of social, political factors, economic and technological, which have triggered the hunt for efficiency and for methods to chop the price of delivering public services. Other factors mainly for Africa include advancing conditionality and also the increasing emphasis on good governance (ECA, 2003 as cited in Lufunyo, 2013).

In many African Countries, Civil Services hinder instead of promoting 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 many of the dysfunctional elements help keep authoritarian regimes in power. The bureaucratic budget reflects the relative power of bureaucratic elites rather than the broad public interest (ECA, 2003).

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. The Ethiopia Civil

Service was officially established in 1907 during the reign of Menelik II with the aim of ensuring orderly and well-organized provisions for the workings of regime. (Solomon, 2005 as cited in Dr. Biel (2019)). Under a 'western-inspired' administrative system, the 'formal framework' of government brought Ethiopia into the 20th century, but Menelik's subsequent illness until his death in 1913 stunted further modernization (ibid). Although the institution underwent a series of changes commensurate with a host of new needs and imperatives, the period was marked by weak leadership until HaileSELLASSIE succeeded in 1930. Later during his reign, Emperor HaileSELLASSIE undertook a series of institutionalization and restructuring measures with the aim of bringing about an effective and efficient civil service governed by uniform rules and procedures. The Emperor attempted to institutionalize the rule-bound public administration by establishing successive legal frameworks (Bahiru 1991 cited in Henok, 2018):

The imperial period was finally replaced in 1974 with the Dergue socialist system, which favored the central economic planning and banned private ownership. The nationalization measures, along with the proliferation of new government institutions and corporations led to a tremendous expansion of the public sector. The Dergue was finally ousted by the Ethiopian People's Revolution Democratic Front (EPRDF) in 1991, despite some belated attempts at economic and political reforms (Mengisteab, 1992). A new constitution was adopted in 1994, paving the way for the country's first democratic elections. The Ethiopian government has since steadily improved the economic performance of the country following market reforms (Hope, 2004). The EPRDF introduced CSRP was also part of a wider attempt to affect a policy of transition from the old practice of single-party hegemony to a multiparty system, and changing the centrally planned economic model to a market variant. The political dimension of the transition was also expressed in changing the form of government (from unitary to federal) and instituting national/regional.

According to Getachew (2006) In recognition of these constraints, the Government embarked on a comprehensive Civil Service Reform Program (CSRP) in 1996, marking the second reform phase. Indicative of Ethiopia's 'first generation' capacity-building efforts, the CSRP sought to build an effective, efficient, fair, transparent and ethical civil service primarily by creating enabling legislation, developing operating systems and training staff in five key areas: Expenditure Control and Management, Top Management Systems, Human Resource

Management, Service Delivery, and Ethics. Successful efforts at the federal level were intended to provide prototypes for regional authorities. The CSRP was also influenced by the international New Public Management (NPM) trend and reforms in New Zealand in particular (Peterson, 2001).

The civil service reform program in Ethiopia, as one of the National Capacity Building Program, was initiated in 1997 in response to a weak administrative system that, challenges encountered in the public service delivery system unequivocally important for the overall development of the country. It also aims at introducing new and improved legislation and working systems to exemplify administrative processes as well as ensuring effectiveness, efficiency, and ethical behavior in performance and service delivery (FDRE Ministry of Civil Service, 2013). Even if it was most preferable to study all the sub-programs of the civil service reform program as a whole, the focus of this study attempts to assess the effectiveness of Service Delivery reform implementation in Addis Ababa City Administration, particularly, in kirkos sub-city of the selected institutions.

1.2.Statement of the Problem

Even though, there is comprehensive implementation of the civil service reform programs is commendable, but it is still questioned? Have these reforms actually led to improvements in the delivery of services?

For several years problems have been observed in Ethiopian public organizations in delivering services to the public. The major problems in the civil service were: the absence of clearly defined management systems and procedures of effective and efficient utilization of human resources, lack of structural set up that was amenable to plan the execution as well as for its effective monitoring and control, and lack of managerial know-how and low service delivery systems.

There are several reasons why the efficiency of service delivery became low generally in civil service institutions of Ethiopia and Addis Ababa city administration in particular kirkos sub city administration.

The main challenges that face the civil service: inefficiency of the work force, time consuming organizational structures, unskilled workers, unaccountability and an eroded ethical behavior of the civil servant, long and lack of capacity to give sufficient attention to service delivery improvement, inconsistency of regulations and guidelines governing public institutions, shortage of resources, Civil servants were demoralized by their income which was very low in comparison to those in the private sector, lack of initiative and commitment among the civil servant and practice of neglecting the customers' needs, the existence of unfavorable conditions of work, misuse of human resource management system as well as consistent government policies are some(Etefa,2006:4).

Addis Ababa is known for its long-standing accumulation of economic and social problems. However, different steps have been taken to address this problem, and some minor changes have been made. The gap between aspiration and realities suggests a requirement for the government to reform its public institutions. The public sector reform program, of course, does not bring automatically improvement in the delivery of services.

Capacity building is one of the key areas that the city administration has put in place to tackle these problems by enhancing the city's human resources attitude and efficiency, organizational and operational systems. Implementation Capacity Building has been integrated with the city's various management tools (BSC, Citizens Charter, change army, BPR, deliverology, and kaizen) that can be implemented by the city administration at all levels.

Following the structural adjustment that was initiated at the beginning of the 1990s, the Ethiopian government deployed reform tools to ameliorate civil service delivery by government institutions in the country As has been identified in the preceding paragraphs, the reform tools included BSC, Citizens charter, change army, BPR, deliverology, and kaizen. These change tools were implemented across all civil service institutions in the country. However, the preliminary studies and observations have shown that the efforts did not meet their targets at the expected level, Solomon (2013).

The gap of the research is no systematic study has been conducted particularly in the post-implementation period showing why the service delivery reform did not meet the envisaged target. Therefore, this study aimed to identify the main problems and evaluate the service delivery reform implementation of the change efforts for informed decisions by purposively sampling informants who play key roles in government organizations in Kirkos sub-city.

1.3.Objective of the Study

1.3.1. General Objective

The general objective of the study is to assess the effectiveness of the service delivery reform implementation in the Kirkos Sub-City on terms of successes and challenges of the reform.

1.3.2. Specific objectives

- To assess service delivery reform implementation in the office.
- To examine the extent of to which service delivery reform tools implemented.
- To identify the problems encountered in the implementation of service delivery reform.
- To assess the extent to which the reform satisfied customers.
- Suggest way or means to improve the implementation of service delivery reform tools.

1.4. Research questions

1. To what extent was the service delivery reform implemented in the study area? What results have been obtained?
2. To what extent the service delivery reform tools were implemented?
3. What are the problems encountered in the implementation of service delivery reform?
4. To what extent has the Service delivery reform implementation helped maximize customer satisfaction and lighten service delivery problems?

1.5. Significance of the Study

This study has significant for the following reasons

- The study will help kirkos sub city administration to improve the delivery of services by alleviating problems that affect the civil service reform programs.
- It will be 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.
- It may also serve as a spring board for further and detailed study on the service delivery reform implementation in the Addis Ababa city administration as well as add some knowledge in the issue of reform implementation in the country.

1.6. Scope of the study

The research would more fruitful if it would conduct on a wider scale of the city. Due to time constraint of the researcher might not undertake exhaustive study involving all offices of kirkos sub-city, but the study focuses on service delivery reform that was introduced in kirkos sub-city administration selected six offices (public service and human resource development, trade and industry, Micro and small enterprise development, housing development, Vital events registration and information branch Office and land development and management offices) will show how to implement service delivery reform in the selected office.

1.7. Limitation of the Study

The study will carry out to evaluate the effectiveness of the service delivery reform in the Kirkos Sub-City. The major limitations this Study describe as follows

- Lack of respondents cooperation and willingness to fill the questionnaires
- Absence of relevant documents in the Office.
- Absence of awareness to return the questionnaires, unavailability of up to date raw data and literature review, and financial limitation.

CHAPTER TWO

2. LITERATURE REVIEW

2.1.Introduction

This chapter deals with the theoretical and conceptual frameworks of the study. The meaning and rationale of Public Sector Reforms (PSRs) and theories and approaches, 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 a 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 framework, therefore, this paper begins by giving an overview of PSR and NPM; its causes, its specific characteristics as well as its practices.

2.1.1. 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 industrialized countries, public service reforms 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 Canada, UK, 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. Thus the ideology postulated a diminished role for the 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 the 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).

2.1.2. 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 adjustments 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.

2.1.3. 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.

First wave: - covered the decade of mid 80's to mid-90: 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 late1990s: its predominant trait is capacity building and 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 downsizing (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).

Downsizing 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 downsizing 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 morale, 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 and 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, imputes focusing on service delivery improvement PSR originated from six factors. These are: 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, and 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; Mutahaba 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 endeavors, 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 counterproductive. 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.

2.1.4. Challenges of 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.

2.1.4.1 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, macroeconomic 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 without pay reform and capacity building without service delivery focus.

2.1.4.2. Political and leadership commitment

Many scholars repeatedly mentioned that political and leadership commitment is the most crucial factors to successful implementation of PSR (Kaul, 1996; Kiggundu, 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 crucially 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: Indeed, as Mutahaba and Kiragu (2002:73) noted the legacy of the pain of the SAP-driven structural PSR (i.e. retrenchment,

employment freeze, wage freeze, cost sharing, etc.) still makes the general public and political leaders weary of reforms in most of African countries. They also add 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 (Kiggundu, 1998).

2.1.4.3. Institutional Capacity

Another very well-known constraint for effective implementation of PSR in developing countries is lack of institutional capacity. Kiggundu (1998:161) noted that in developing countries, PSR carries with a greater burden than most insinuations 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, and 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).

2.1.4.4.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 reform sat tested, 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 behavior 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.

2.1.4.5.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, and Successful reform implementation requires clear performance based accountability relationship between politicians and officials.

Balanced Scorecard (BSC): The BSC is used to plan, implement, monitor and measure the performance of all actors involved in the implementation of the goals and objectives of the country. It is an integrated approach to strategically plan, implement, and measure the performance of all actors involved. Because of its strategically approach, balanced set of measures and strategically alignment, BSC has been taken as the most important tool to be implementing in a most all

Citizens Charter: government institutions have got into agreement with the general public with the manner in which basic public services have been delivered and the modalities in which problems and challenges will be resolved. So far, several government institutions have designed and published citizen charters in consultation with the general public and the public has find the framework to ensure their rights and obligations.

2.2. 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)cited in Etefa, M. (2006).

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, beginning 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).

According to Etefa (2006) 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, in terms 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. Etefa, M. (2006).

2.2.1. 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, Minouge (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.

2.2.2. 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 (Sub hash 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., and 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); and 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).

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 organizations; 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; and 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 (Osborne and Gahler, 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 corporate units or separate agencies; Greater discipline and parsimony in the use of resources through cutting direct costs and rising 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; and 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 organization 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.

2.2.3. 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:

2.2.3.1. 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; Joaquin, 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 feedback mechanisms such as suggestion boxes and program evaluation (Joaquin, 2000:1-2).

In these regards, the UK citizen's charter is probably the best known example (Shand, 1996; Verhijen, 1998; Joaquin, 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; Joaquin, 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.

2.3. Empirical Literature Review

The Empirical Literature Review analyzes is a fundamental part to distinguish the Effectiveness

of Service Delivery Reform Implementation in Kirkos sub City Administration. It contributes to the processes of the research as a main role of orienting and discussing Literature of Review. In general the empirical Literature Review gives as Skills transfer, Stakeholder engagement, Inter- and intra- government relationship is shown briefly.

2.3.1. Civil Service Reform Program in Ethiopia

The early years of the twentieth century witnessed the inception of modern public administration and the emergence of civil servant in Ethiopia. As of this period, the civil service has been serving the different regimes in power. The current regime (FDRE) has also introduced major reform measures in the civil service (Paulo's, 2001:22).

2.3.2. Current Civil Service Reform Program in Ethiopia

According to (Paulo's, 2001:8-10), Federal Democratic Republic of Ethiopia (FDRE) has been taking different reform measures in the political, economic and social spheres. The major changes include the move from a centralized unitary state to an ethnic based decentralized state; a shift from a command economy to a market- based economy in the context of a structural adjustment; and the introduction of a multi-party electoral system. The government has also taken different specific measures, one of which is civil service reform. So far the government has implemented two phases of civil service reform in the country.

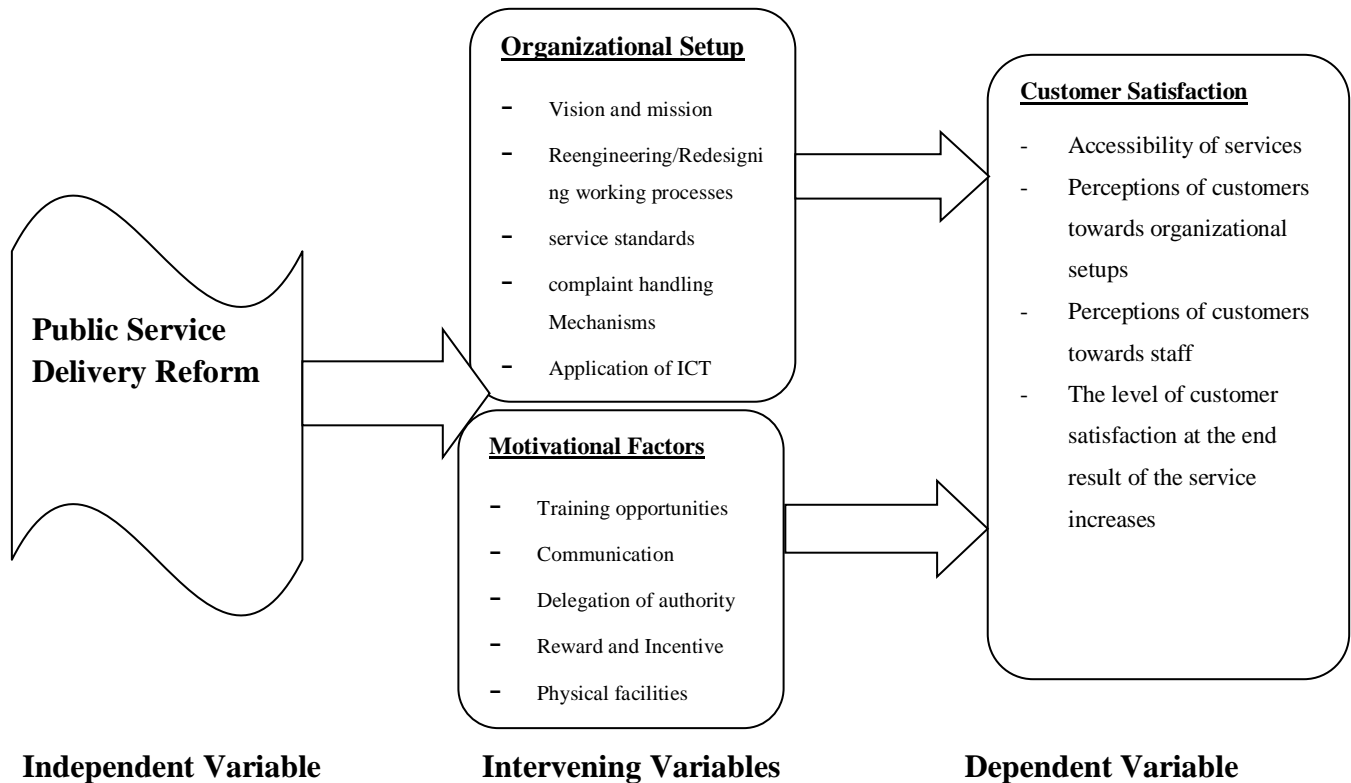
In the first phase, the measures taken include the initial actions of the government to overhaul the problem in the civil service system. In order to alleviate the problems of civil service, the government established an Inter-Ministerial Committee (task force) consisting of representatives from the Prime Minister's Office, Ministries of education, Finance, Planning and Economic Development, Labor and Social Affairs and the Public Service Commission. The committee was mandated to review the appropriateness of the existing structure of government in the light of the new economic policy and devolution measures. It was given the task of reviewing the whole civil service administrative system so as to recommend ways and means of renovation. Beyene (as cited in Adamolekun, 2002:236).

In doing so, the task force had in turn created six sub-committees to work on the restructuring of institutions; civil service pay; position classification; personnel directives and manuals; efficiency; effectiveness and accountability; and training. This task force submitted draft proposals on the salary scale, allowances and benefits of the civil servant. A study on working conditions and occupational safety was underway. A study on position classification in the civil service had been made and its proposals had been submitted. Nonetheless, all the above studies have not been put into action. The committee had also submitted a study on ways of restructuring the central government institution (Ministries and commissions) as well as a manning plan. Adamolekun,(2002).

The other major reform measure taken during the first phase was the issuance of a retrenchment policy. The policy resulted in the retrenchment of civil servants and employees of public enterprises who were said to be redundant. In addition to the above two major reforms i.e. the restructuring of the government institution and the retrenchment programs, the following civil service reform measures were taken: Terminating automatic assignment of fresh graduates of higher institutions to public organizations, Lifting the order which denies the periodic salary increment for those who earn a monthly salary of Br 636 and above, Revising the rate of per diem payments for the civil service, Canceling the policy that denies the right to resign from duty, especially for the semi- professional and professional workers in the civil service, Raising the lowest pay of the civil servant from Birr. 50 to Br.105 as of September 1990, Approving salary increments for teachers, doctors and university professors, and Freezing recruitment in the civil service except for some crucial positions.

In the second phase, the current government (FDRE) launched its civil service reform programmed in 1996 with the following overall mission: Capable of achieving government economic and social polices efficiently and effectively; and Promotes democracy and federalism (Civil Service Reform program in Ethiopia, 1994).

2.4. Conceptual Framework of the Study



As it is indicated above PSDR is the independent variable which affects the customer satisfaction. Organizational factors and motivational factors are the intervening variables for customer satisfaction through PSDR.

Organizational Factors

To satisfy customers with public service delivery reform implementation the necessary organizational setups should be fulfilled.

Motivational Factors

Motivation is one of the most crucial factors that determine the efficiency and effectiveness on an organization, Staff sense of belonging to an organization is an engine to successful implementation of service delivery reform.

Customer Satisfaction

Satisfying customers and needs and interests is the ultimate goal of SDR implementation. unless customers are satisfied on provisions of services, it is impossible to say PSDR are successfully implemented.

CHAPTER THREE

3. RESEARCH METHODOLOGY

3.1.Introduction

The study aims to assess the effectiveness of service delivery reform implementation in Addis Ababa City Administration; case of Kirkos sub-city administration. Descriptive survey method is employed in order to assess the sentiments of employees, management officials and clients to describe the practices of the implementation of civil service reform programs in the delivery of service.

3.2.Research Design

A research design is a program that guides the researchers in the process of collecting, analyzing, and interpreting the data. The researcher uses the descriptive form of research design to offer solutions to the research problems. Descriptive research involves gathering data that describe events and then organizes, tabulate, and data collection.

3.3.Research Approach

The Descriptive research method is used in this study because it is the best method to explain the phenomena as it is and also helps to answer “what is” questions; it relies on the qualitative method supported by simple quantitative measurements expressed in the form of percentages and tabular illustrations. Therefore, descriptive method of research was being adopted to carry out the study.

3.4. Population of the Study

The Population of this study is collecting from the public service workers of Kirkos sub-city administration, the total number of public service employees is 1023 and 24 managers. Therefore The objectives of this study are to assess the effectiveness of service delivery reform implementation in Addis Ababa city administration; the case of Kirkos sub city administration in light of the preparations made, achievements recorded, the extent of

clients satisfaction and challenges, therefore, it assuming that studying the situation from both the service provider and receiver points of view to be appropriate.

3.5.Sampling Size

To select representative sample respondents from the above population, the researcher uses a purposive and stratified sampling method Among the 24 office in the sub-city and the reason for selecting these six offices is due to the relatively availability of a large number of employees and clients, different salary payments and job loading. The six offices are (Trade and industry, public service and human resource development, housing development, micro and small scale enterprise, vital events registration and information, and land administration offices). The respondents applying for the selection random sampling, directly from the point of service delivery were selected as sample respondents for the study questionnaire.

By using sampling formula of Yamane (1967) the sample size was calculated, (Google search)

$$n = \frac{N}{1 + Ne^2}$$

$$n = \frac{N}{1 + Ne^2}$$

$$n = \frac{583}{1 + 583 \times 0.05^2}$$

$$n = \frac{583}{1 + 583 \times 0.0025}$$

$$n = \frac{583}{2.4575} n = 237$$

Where N= Total no of employees 583

n = The required sample size

e= error term=0.05

The sample size of staff is 237; also based on the interview with the heads of departments, the sub city administration provides service on average from 300-350 residents per day. To administer questionnaires on those residents who get service from the city administration, 14 % of the 350 or 50 respondents were selected randomly.

Therefore, the total sample size (both staff and client) in this research is 287

3.6.Research Technique

This Research Technique is used to get information from the represents by using different tools or instruments.

3.6.1. Questionnaires

One of the data collection method used in this research was questionnaire that consisted both, open ended and close type of questions. The researcher prepares two questionnaires. The first was prepared for the staff of the Office, while the second was for clients/service users.

3.6.2. Interviews

For the purpose of assessing the preparation made to implement the service delivery reform as well as other aspects of the reform implementation effectiveness in the Office, a structured and unstructured interview was design. The interview was conducted with two senior management staffs of the Office, separately.

3.7.Sources of Data

3.7.1. Primary Data Sources

Both primary and secondary data were used. The primary data for the study were gathered by conducting questionnaire with employees and clients, and interview with management officials.

3.7.2. Secondary Data Sources

The secondary data uses in this study was collected from various documents of the Addis Ababa city administration service delivery reform; published and unpublished documents of the Ministry of public service commission that have importance to service delivery reform, Other secondary sources of data also include books, research papers (both published and non-published), internet sources, and articles from different magazines and journal etc.

3.8.Data Analysis and interpretation

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

3.9. Data Presentation frameworks

Operational framework is mainly comprises concepts and variables based on specific objectives. In addition to this method of data collection and Method of data analysis has also determining to perform the study successfully. Therefore each and everything was presented in the following table.

Table 1 Operational Framework

Research objective	Variables	Concepts	Method of data collection	Method of data analysis
Analyze the level of service delivery reform	Effectiveness	Level of approaches in service delivery reform	Interview Observation	Descriptive analysis
	Efficiency	service delivery more efficient	Questionnaire Interview Observation	Descriptive analysis
Examine the successes of BSC and Citizen Charter implemented.	Effectiveness	Successes of service delivery	Questionnaire Interview Observation	Descriptive analysis
	Efficiency	Physical ease service delivery environments	Questionnaire Interview Observation	Descriptive analysis
Identify the problems encounters in the implementation of service delivery reform	Effectiveness	Availability of the service delivery reform	Questionnaire Observation	Descriptive analysis
	Efficiency	Increasing the service delivery reform	Questionnaire Interview Observation	Descriptive analysis

Source: Researcher methodology, 2019

CHAPTER FOUR

4. Data Presentation and analysis

4.1. Introduction

This chapter mainly presents and analyses data collected from the sphere on service delivery reform implementation in Addis Ababa City Administration at kirkos sub-city administration preparations made, achievements recorded and challenges encountered up to now. Accordingly, each of subtopics of this chapter will be presented and analyzed as follows.

4.2. Characteristics of Respondents

Primary data during this research was collected from both staff members and clients of kirkos sub-city selected offices. The evidence of those staff and client respondents gathered as background, are presented as follows.

4.2.1. The Staff members profile

Respondents to the questionnaire from staff members were selected purposefully as of their relevance to the information on service delivery reform implementation within the Office. Accordingly, a total of 237 questionnaires were distributed to staff members of the Office. However, the degree of return of questionnaires stood at 89.41 percent (211 respondents). The information gathered as background information of respondents is given in table 4.1 below.

Table 4. 1 Gender, age, level of education, marital Status and work experience of staff respondents,

Description		Frequency	percentage
Gender	Male	126	59.7
	Female	85	40.3
	Total	211	100
Age	18-25 years	10	4.7
	26-35 Years	121	57.3
	36-45 Years	67	31.8
	46-55	13	6.2
	Total	211	100
Level of education	Diploma	38	18
	Bachelor Degree	140	66.4
	Master's Degree and above	33	15.6
	Total	211	100.0
work experience	Below one year	4	1.9
	1-4 years	13	6.2
	5-9 years	72	34.1
	10-15 years	96	45.5
	More than 16 years	26	12.3
	Total	211	100.0

Source: own survey

As indicated in table 4.1, 59.7 percent of the staff respondents are male, while the remaining 40.3 percent are female. Regarding age, 4.7 percent of the respondents are lies within 18-25 years ages, while 57.7 percent of the respondents are within the 26-35 Years age, 31.8 percent of the respondents are within the 36-45 Years age, and 6.2 percent of the respondents are within the 46-55 Years age categories. Also, 18 percent of respondents are diploma while 66.4 percent are degree and 15.6 percent Master's Degree and above holders, and 1.9 percent of staff respondents have working experience of Below one year and 6.2 percent of staff respondents have working experience of 1-4 years and 34.1 percent of staff respondents have working experience of within 5-9 years, 45.5 percent of staff respondents have working experience of within 10-15 years, while the remaining 12.3 percent have quite More than 16 years. Thus, both in terms of their educational level and work experience, the respondents seem mature enough to reply to the questionnaires of the study.

4.2.2. Clients of the office

The overall objective of SDR within the city administration in general and the kirkos sub City in specific is to attain clients' satisfaction in service delivery. So, it is obvious that whether customer-oriented reforms like SDR are successful or not is a percentage of clients' satisfaction with relevance to different dimensions.

Based on this objective and reality the researcher has targeted to spot whether the SDR undertaken within the kirkos sub-city has satisfied the requirements of clients or not. Accordingly, 50 clients at the point of service delivery were selected to participate in responding to the questionnaire. However, the degree of return of questionnaires stood at 86 percent (43 respondents) the information gathered as the background of client respondents is presented in table 4.2below.

Table 4. 2 Sex, age, educational level and occupation of client respondents

Description		Frequency	Percentage
Gender	Male	25	58.1
	Female	18	41.9
Age group	Less than 25 years	2	4.7
	26-35 years	28	65.1
	36-45 years	13	30.2
Educational level	high school (9-12)	6	14.0
	vocational training and College diploma	8	18.6
	1st degree and above	29	67.4
Occupational	No occupation currently	4	9.3
	Civil servant	16	37.2
	Employee in private sector	6	14.0
	Self-employed	17	39.5

Source: own survey

As Table 4.2 above shows among client respondents, 58.1 percent are male and the remaining

41.9 percent are female. Regarding age, 4.7 percent of the respondents are lies within less than 25 years age, while 65.1 percent of the respondents are within the 26-35 Years age, and 30.2 percent of the respondents are within the 36-45 Years age categories. In terms of educational level, 14 percent of client respondents are attending High School (9-12), 18.6 percent are attending vocational training and College diploma and the remaining 67.4 percent of respondents are 1st degree and above holders. Also With respect to occupation 9.3 percent of respondents No occupation currently whereas 37.2, 14 and 39.5 percent of respondents are civil servants and Employees in the private sector and self-employed respectively.

Generally from among 287 targeted sample respondents of the written questionnaire and interview, 256 (89.2percent) responded. The whole idea of those respondents will be presented and analyzed in the coming sub-section below.

Data Presentation and analysis on service delivery reform implementation in the kirkos sub city

4.2.3. Preparation made to begin and deploy service delivery reform implementation

The development of customer focus 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 has invariably become a 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 the 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. (Etefa, M. 2006)

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 clearly stated in the background of this study, this service improvement policy defines what SDR is intended to initiate and is fully implemented by service providers to achieve the overall and unique goals in the policy. The types of events as outlined in the policy include mission statement, code of conduct, strategic planning, deployment of essential human and financial resources, establishing a compliance system and establishing appropriate offices to carry out the reform. In addition, service providers should identify their clients' needs and expectations as well as they supposed to create awareness among their staff about the new policy with corresponding training.

Since the practicalities of the above pre-implementation activities are essential to fully assess the achievements and challenges encountered on SDR implementation in this research, attempt was made to see the situation in the kirkos sub city. Accordingly the researcher asked the staff respondents to rate the assumed preparations by using a 3 point scale: 1 being Agree, 2 being neutral and 3 being “disagree” as per their respective experiences. The resultant scheme is presented in table 4.3 below.

Table 4. 3 Staff respondents rating on preparation made to begin and fully deploy SDR in the sub city

No	Assumed elements of preparation	Frequency and percentage of Respondents					
		Agree		neutral		disagree	
		FR	%	FR	%	FR	%
1	Mission statement was prepared	188	89.1	9	4.3	14	6.6
2	Code of conduct was developed	134	63.5	49	23.2	28	13.3
3	Suitable offices were present to carryout reform	138	65.4	67	31.8	6	2.8
4	Adequate human, financial and physical resource deployed	105	49.8	88	41.7	18	8.5
5	Strategic planning and management was prepared	159	75.4	32	15.2	20	9.5
6	Compliant handling unit established	128	60.7	67	31.8	16	7.6

7	Customer need and expectation were identified	147	69.7	50	23.7	14	6.6
8	Service standards were set to compare achievements with the reform	131	62.1	64	30.3	16	7.6
9	Staff were made aware of the policy of service delivery reform	132	62.6	69	32.7	10	4.7
10	Customer focused training given to staff	111	52.6	84	39.8	16	7.6

Source: own survey

As can be seen from Table 4.3 above, staff respondents expressed their agreement by saying that preparation of mission statement was prepared which are rated as Agree with 89.1 percent of respondents, code of conduct was developed which are rated as Agree with 63.5 percent of respondents, Suitable offices were present to carry out reform which are rated as Agree with 65.4 percent of respondents, Adequate human, financial and physical resource deployed which are rated as Agree with 49.8 percent of respondents, Strategic planning and management was prepared which are rated as Agree with 75.4 percent of respondents, and Compliant handling unit established which are rated as Agree with 60.7 percent of respondents, Customer need and expectation were identified which are rated as Agree with 69.7 percent of respondents, Service standards were set to compare achievements with the reform which are rated as Agree with 62.1 percent of respondents, Staff were made aware of the policy of service delivery reform which are rated as Agree with 62.6 percent of respondents, Customer-focused training given to staff which are rated as Agree with 52.6 percent of respondents, were practically considered as enabling environment to carry out the reform in the kirkos sub city administration.

This implies, regardless of respondents' inconsistency, at least the preparation made to carry out the SDR in the Office in terms of all dimensions of pre-implementation activities were satisfactory. The officials of the selected Office of kirkos sub-city administration also proved the same fact at the time of the interview.

4.2.4. Achievements recorded from SDR implementation in the sub-city

As it was clearly shown within the statement of the matter, SDR in Ethiopia is aimed toward bringing about efficiency and effectiveness of service delivery within the civil services of the country. The particular instruments (directions) of the policy clearly indicate that the general 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 achieve client satisfaction still as institutional core competence in terms of cost efficiency. In realizing this, the kirkos sub city administration began to implement SDR to attain the abovementioned objectives of the program since 2002. Hence this sub-topic of the study presents and analyzes the achievements recorded thus far from SDR implementation within the office.

To assess the achievements/outcomes/ recorded from SDR implementation to date by the sub city, the staff respondents were asked to rate various assumed achievements of the reform on a 5 point scale with 5 being very high up to 1 being, very low. 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” designates 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.

4.2.4.1. 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 kirkos sub city 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. Table4.4A below shows the achievements recorded in these regards in the kirkos sub city administration.

Table 4.4A the 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	94	44.5	91	43.1	26	12.3	211
2	Honesty and integrity of staff Increased	102	48.3	76	36.0	33	15.6	211
3	Promptness of staff in serving clients improved a lot	63	29.9	109	51.7	39	18.5	211
4	Staff sensitivity to serve clients increased	47	22.3	133	63.0	31	14.7	211
5	Perception /experience/ of corruption i.e. bribe, favoritism by staff in return for service sharply reduced	73	34.6	98	46.4	40	19.0	211
6	Knowledge level and capacity of staff about their work Increased	92	43.6	103	48.8	16	7.6	211
7	Initiative of employees to give suggestions on how to improve service delivery in the office observed	80	37.9	104	49.3	27	12.8	211
8	Adherhance to official opening hour significantly improved	76	36.0	88	41.7	47	22.3	211

Source: own survey

1-‘H’- very high or high

2-‘M’medium

3-‘L’- low or very low

As Table 4.4A revealed, except decline in Promptness of staff in serving clients improved a lot which are rated as medium with 51.7 percent of respondents, Staff sensitivity to serve clients increased which are rated as medium with 63.0 percent of respondents, Perception /experience/ of corruption i.e. bribe, favoritism by staff in return for service sharply reduced which are rated as medium with 46.4 percent of respondents, Knowledge level and capacity of staff about their work increased which are rated as medium with 48.8 percent of respondents, initiative of employees to give suggestions on how to improve service delivery in the office observed which are rated as medium with 49.3 percent of respondents, Adherhance to official opening hour significantly improved which are rated as medium with 41.7 percent of respondents,

More specifically as can be seen from table 4.4A the only achievements such as Courteousness and helpfulness of staff increased, Honesty and integrity of staff Increased are rated as high with 44.5, and 48.3 percent of respondents respectively. This implies that

the impact of service delivery reform in promoting of positive attitude among the staff of the kirkos sub city administration still remains behind.

4.2.4.2. 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 e 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 clients 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 service. Table 4.4B below shows the kirkos sub city administration performance in this regard.

Table 4.4 B The 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	102	48.3	86	40.8	23	10.9	211
2	Clients in advance knowledge of requirements to be eligible highly improved	68	32.2	107	50.7	36	17.1	211
3	Clients knowledge of process and procedures to get service improved a lot	50	23.7	125	59.2	36	17.1	211
4	Clients knowledge of expected service standards increased	89	42.2	76	36.0	46	21.8	211
5	Clients knowledge of where and how to lodging complaints Improved	80	37.9	97	46.0	34	16.1	211

Source: own survey

1-‘H’- very high or high

2-‘M’medium

3-‘L’- low or very low

According to Table 4.4B service delivery reform achievements reflected awareness of days and hours on which service available to them increased, Clients knowledge of expected service standards increased rated as high with 48.3 and 42.2 percent of respondents respectively. however, improvements in clients’ advance knowledge of requirements to be eligible highly improved rated as medium with 50.7 percent of respondents, knowledge of process and procedures to get service improved a lot rated as medium with 59.2 percent of respondents, Clients knowledge of where and how to lodging complaints Improved rated as medium with 46 percent of respondents.

this implies that a lot still remains to be improved in those areas of information such as advance knowledge of requirements to be eligible highly, knowledge of process and procedures to get service , knowledge of where and how to lodging complaints 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 different offices in terms of both in time span and quantity, none of the offices in the sub city observed the information depicted at their gates. This all implies that there exist gaps between what employees expect to do and what actually is being done.

4.2.4.3. 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 Addis Ababa city administration in general and in the kirkos sub city administration 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 kirkos sub city administration, as mentioned earlier, citizen charter and balance score card 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 4.4C below shows the achievements recorded in service

accessibility is not as impressive as initial efforts of the administration.

Table 4.4 C the 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	74	35.1	119	56.4	18	8.5	211
2	Process and procedures to get service become few and easy	52	24.6	124	58.8	35	16.6	211
3	Coordination of related services highly improved	63	29.9	102	48.3	46	21.8	211
4	Offices are made to be attractive and convenient to users	92	43.6	83	39.3	36	17.1	211

Source: own survey

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

As can be seen from table 4.4C above, SDR achievement reflected improvements on the Offices are made to be attractive and convenient to users rated as high with 43.6 percent of respondents. However, the remaining parameter of Timeliness (length of time clients spend to get service) highly Improved, Process and procedures to get service become few and easy, Coordination of related services highly improved, Moreover as the opinion of staff respondents revealed, despite the fact that different reform tools was conducted in the sub city, 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 reform tools and ultimately made the entire process of service rendering in the office to move back and forth on the same stage. This implies clients in the office are expected to move here and there to get services they desire.

4.2.4.4. 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 user's dissatisfaction should be addressed. For instance the citizen charter of UK lanced 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 4.4D below shows the achievement of SDR in these regard in the kirkos sub city administration.

Table 4.4 D The 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	81	38.4	106	50.2	24	11.4	211
2	Welcoming of complaints in the office increasingly observed	54	25.6	126	59.7	31	14.7	211
3	Quickness and objectivity of corrective measures highly Improved	74	35.1	95	45.0	42	19.9	211
4	Recording and periodical review of complaints practically observed.	42	19.9	132	62.6	37	17.5	211

Source: Own survey

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

As can be seen in Table 4.4D above, of the assumed achievements of S D R reflected upon customer complaint handling, appropriate mechanism of compliant handling made available to user are rated as medium with 50.2 percent of staff respondents, Welcoming of complaints in the office increasingly observed are rated as medium with 59.7 percent of staff respondents, Quickness and objectivity of corrective measures highly Improved are rated as medium with 45 percent of staff respondents, Recording and periodical review of complaints practically observed are rated as medium with 62.6 percent of staff respondents.

Moreover Table 4.4D revealed 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 kirkos sub city, 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 4.4E below.

Table 4.4 E The respondents rating on SDR achievements reflected upon the sub city

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	72	34.1	112	53.1	27	12.8	211
2	SDR reduced costs	67	31.8	109	51.7	35	16.6	211
3	SDR increased service coverage	70	33.2	109	51.7	32	15.2	211

Source: Own survey

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

As can be seen from Table 4.4E above, SDR achievements reflected upon SDR increased revenue, SDR reduced costs and SDR increased service coverage in the Office are rated similarly as medium with 53.1, 51.7 and 51.7 percent of staff respondents respectively. This implies that the actual impact of SDR in terms of improving institutional core competence still remains infant in the kirkos sub city administration.

4.2.5. Clients Attitude of Service Quality in the kirkos sub city administration

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 kirkos sub city administration to express their level of satisfaction with respect to different dimensions of service quality using a 5 point scale; 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 kirkos sub city administration are presented in Table 4.5 below.

Table 4. 4 Clients assessment of service quality in the sub city

No.	Dimensions of service quality	Frequency and percentage respondents						
		S		N		D		Total
		FR	%	FR	%	FR	%	FR
1	Politeness and helpfulness of staff	12	27.9	13	30.2	18	41.9	43
2	Honesty and integrity of staff	14	32.6	6	14.0	23	53.5	43
3	Sensitivity of staff to a client feelings	9	20.9	18	41.9	16	37.2	43
4	Promptness of staff in serving clients	10	23.3	11	25.6	22	51.2	43
5	Staff ethics i.e. serving all client’s equally and no perception of bribe in return for service from clients	7	16.3	20	46.5	16	37.2	43
6	Information openness on days and hours of service provision	10	23.3	12	27.9	21	48.8	43

7	Information openness on procedures and process to get service	9	20.9	13	30.2	21	48.8	43
8	Availability of pre information on requirements needed to be eligible for services	6	14.0	7	16.3	30	69.8	43
9	Information openness on expected standards of service	8	18.6	10	23.3	25	58.1	43
10	Information openness on where and how to lodge complaints	7	16.3	9	20.9	27	62.8	43
11	Physical attractiveness of offices	7	16.3	9	20.9	27	62.8	43
12	Number of procedures to get service	24	55.8	6	14.0	13	30.2	43
13	Length of time it take to get service	13	30.2	7	16.3	23	53.5	43
14	Convenience system of customer compliant handling	6	14.0	8	18.6	29	67.4	43
15	Quickness and objectivity of corrective measures to complains	10	23.3	7	16.3	26	60.5	43
16	Staff hard work and efficiency	4	9.3	14	32.6	25	58.1	43
17	Staff availability in the office to serve clients	9	20.9	8	18.6	26	60.5	43
18	Staff adherhance to official opening hour	9	20.9	14	32.6	20	46.5	43

Source: Own survey

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

According to Table 4.5, SDR achievements reflected with each dimension of service quality the kirkos sub city administration Number of procedures to get service rated as satisfied with 55.8 percent of respondents. And also Sensitivity of staff to a client feelings rated as neither satisfied nor dissatisfied with 41.9 percent of respondents, Staff ethics i.e. serving all client’s equally and no perception of bribe in return for service from clients rated as neither satisfied nor dissatisfied with 46.5 percent of respondents, but Politeness and helpfulness of staff rated as dissatisfied with 41.9 percent of respondents, Honesty and integrity of staff rated as dissatisfied with 53.5 percent of respondents, Promptness of staff in serving clients rated as dissatisfied with 51.2 percent of respondents, Information openness on days and hours of service provision rated as dissatisfied with 48.8 percent of respondents, Information openness on procedures and process to get service rated as dissatisfied with 48.8 percent of respondents, Availability of pre information on requirements needed to be eligible for services rated as dissatisfied with 69.8 percent of respondents, Information openness on expected standards of service rated as dissatisfied with 58.1 percent of respondents, Information

openness on where and how to lodge complaints rated as dissatisfied with 62.8 percent of respondents, Physical attractiveness of offices rated as dissatisfied with 62.8 percent of respondents, Length of time it take to get service rated as dissatisfied with 53.5 percent of respondents, Convenience system of customer compliant handling rated as dissatisfied with 67.4 percent of respondents, Quickness and objectivity of corrective measures to complains rated as dissatisfied with 60.5 percent of respondents, Staff hard work and efficiency rated as dissatisfied with 58.1 percent of respondents, Staff availability in the office to serve clients rated as dissatisfied with 60.5 percent of respondents, Staff adherhance to official opening hour in the Office are rated as dissatisfied with 46.5 percent of respondents.

The above information shows that still large numbers of clients of the Office express their dissatisfaction with respect they get service in the sub city. This all implies that there is a great gap between clients' expectation and actual service delivery in the kirkos sub city administration.

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

Generally, from the previous data presentation and analysis of SDR achievements in kirkos sub city administration, it became clear that the impact of the reform in improving of service delivery in the sub city, especially with regard to clients' satisfaction is so far limited. Hence, it is not difficult to imagine that the performance of SDR in the sub city remains hindered by a myriad of factors. This all implies that there exist a gap between what employees expect to do and what actually is being done.

4.3. Challenges of SDR Implementation in The kirkos sub city administration

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 because of 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.

However data found from staff respondents and officials of the sub city, the SDR implementation in the office is seriously hindered by a myriad of challenges. The following subsequent 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 are treated one after the other as follows.

4.3.1. Challenges Related 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 equipment as well as budget constraints that ultimately affects their performance and reform implementation. 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 Kirkos sub city Administration

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 4.6A below shows this situation in the kirkos sub city administration.

Table 4.6 A Respondents rating on challenges related to institutional capacity of the sub city

No.	Assumed challenges related to institutional capacity	Frequency and percentage of respondents						
		H		M		L		Total
		FR	%	FR	%	FR	%	FR
1	Lack of enough budgets	139	65.9	51	24.2	21.0	10.0	211
2	Shortage of skilled man power	89	42.2	71	33.6	51	24.2	211
3	Inadequate work facilities and equipment	97	46.0	84	39.8	30	14.2	211
4	Heavy work load in the office	94	44.5	94	44.5	23	10.9	211
5	Lack of effective coordination among departments	88	41.7	82	38.9	41	19.4	211
6	Lack of integrated implementation of all sub programs	92	43.6	81	38.4	38	18.0	211
7	Inadequate training given to staff	97	46.0	88	41.7	26	12.3	211
8	High professional turn over	82	38.9	90	42.7	39	18.5	211

Source: own survey

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

As indicated in Table 4.6A, among the assumed challenges related to institutional capacity in SDR implementation, budget constraint are rated as high with 65.9 percent of respondents, shortage of skilled manpower are rated as high with 42.2 percent of respondents, working facilities are rated as high with 46.0 percent of respondents, heavy work load are rated as high with 44.5 percent of respondents, Lack of effective coordination among departments are rated as high with 41.7 percent of respondents, Lack of

integrated implementation of all sub programs are rated as high with 43.6 percent of respondents, and inadequate training are rated as high with 46.0 percent of staff respondents respectively. This implies that the essential institutional, skill and resource capability to implement SDR is absent in the kirkos sub city. 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 sub city administration is low. In fact, the Office of public service and human development 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 kirkos sub city administration, the support provided by the Office of public service and human development so far is insignificant. This all indicates that the issue of public service and human development was not given due attention in the sub city administration.

4.3.2. Challenges relating to management practice

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 sub city administration under the study. As table 4.6B below shows SDR implementation in the sub city is seriously hindered by weak management practices prevailed in the office.

Table 4.6 B The 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	%	FR	%	FR	%	FR
1	Inadequate delegation of authority to subordinate staff	94	44.5	90	42.7	27	12.8	211
2	Inadequate consultation between management and employees	120	56.9	62	29.4	29	13.7	211
3	Weak practices of recognizing good work	106	56.9	76	36.0	29	13.7	211
4	Weak practices of rewarding good work	104	49.3	56	26.5	51	24.2	211
5	Inadequate team work	90	42.7	76	36.0	45	21.3	211
6	Ineffective result oriented performance evaluation	102	48.3	72	34.1	37	17.5	211
7	Prevalence of patronage system in recruitment and promotion	105	49.8	85	40.3	21	10.0	211

Source: Own survey

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

As can be seen from table 4.6B 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 4.6B, particularly, Inadequate delegation of authority to subordinate staff are rated as

high with 45.5 percent of respondents, Inadequate consultation between management and employees are rated as high with 45.5 percent of respondents, weak practices of recognizing good work are rated as high with 56.9 percent of respondents, and weak practices of rewarding good work are rated as high with 49.3 percent of respondents, Inadequate team work are rated as high with 42.2 percent of respondents and Prevalence of patronage system in recruitment and promotion are rated as high with 49.8 percent of respondents. This implies that the NPM idea of providing incentive to improve performance is either missed or neglected in the sub city administration.

In addition to the above Table 4.6B also shows that ineffective result oriented evaluation is rated as a big challenge of SDR implementation in the office with 48.3 percent of staff respondents. Obviously this implies that employees' performance evaluation system in the office is unclear and this, in turn, may pave the way for officials to exercise opportunistic behaviors such as 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 kirkos sub city administration 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 selected offices of kirkos sub city administration 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 to which the Office should have been directly accountable. Rather they mentioned the usual reporting system, which confronts pre-performance agreement as the available accountability governing mechanism.

4.3.3. 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 sub city administration under the study is not exceptional to this situation. As table 4.6C below revealed, workers skeptical and low level of civil servants motivation are recorded as serious challenges of SDR implementation in the office

Table 4.6 C The 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	Worker's resistance to change	80	37.9	89	42.2	42	19.9	211
2	Lack of positive attitude for work values	99	46.9	65	30.8	47	22.3	211
3	Workers skeptical on SDR assuming that it may end up retrenching them from their job in long run.	102	48.3	84	39.8	25	11.8	211
4	Low staff morale	110	52.1	68	32.2	33	15.6	211

Source: own survey

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

As table 4.6C 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 46.9, 48.3 and 52.1 percent of staff respondents respectively, however, Worker’s resistance to change are rated as medium impediments of SDR implementation in the sub city with 42.2 percent of staff respondents. This implies that SDR implementation in the Office highly suffered from absence of workers motivation and commitment; probably due to inadequate training and awareness creation exhibited at the preparatory stage and ongoing process 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 kirkos sub city administration.

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:

- ✓ Staff are rude to customer
- ✓ Inappropriate compliant handling
- ✓ They do not have adequate equipment and facilities
- ✓ Long queues
- ✓ Shortage of man power
- ✓ They cannot easily find our files
- ✓ The office are too crowded
- ✓ Staff are absent from office most time

Generally from the data presented and analyzed so far on SDR implementation in the kirkos sub city administration 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 FIVE

5. Findings, Conclusion and Recommendations

5.1. Summary of Findings

As stated clearly in the statement of the problem this research was interested in assessing the effectiveness of SDR implementation in Addis Ababa city administration of kirkos sub-city in preparations made, achievements recorded and challenges encountered. Accordingly, as indicated in the previous chapter of data presentation and analysis, an 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.

5.1.1. 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, strategic planning and management, 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 kirkos sub-city administration in this regard exposed the success 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 the successful realization of customer-focused service delivery, particularly that of capacity building and empowerment of employees were practically considered a good reform implementation by the sub city. However, there are a significant number of employees who have no idea that the above tasks are not done or believe they it is not done.

Consequently, it was found that the ongoing process SDR implementation in the sub-city 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 reform tools in the office remains ineffective partly due to weak institutional capacity to manage such stringent performance standards and partly due to the high resistance of workers. Thus, the information gathered from the Kirkos sub-city administration 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 all employees.

5.1.2. 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 Kirkos sub-city administration. 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 remain thus far limited.

Specifically, as the parameters of measurement indicate, SDR achievement reflected by employees of the sub-city exposed that the reform impact in promoting a 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 provided to clients of the sub-city 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 in advance 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 the compliant handling unit in the office showed that the reform enabled the sub-city to establish customer compliant handling unit, and thereby it seems that the number of complaints increased to some extent. However, quick and objective corrective measures remain lagging behind. Consequently, a 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 sub-city, 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 sub-city 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 kirkos sub city administration is so far insignificant and limited.

5.1.3. Challenges

It was found out that the impact of the SDR in improving of service delivery in the kirkos sub city administration 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 sub city has shortage of both skilled man power and work facilities. Similarly lack of adequate training recorded as serious hurdle of SDR implementation in the sub city. 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 public service and human resource development has been established to give support and encourage offices that would enter into implementing SDR in the sub-city administration, the support provided by the sub-city is not significant. Consequently, to implement SDR in the sub-city it was not found out that the essential institutional, skill and resource capability remains not improved. Hence, these institutional challenges have to be addressed if the true reform is needed.

Beside weak institutional capacity, the SDR implementation in the kirkos sub city administration is seriously impeded by poor management practices. Although strategic management practices are important elements of reform success, in the kirkos sub city administration 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 sub city attested that the SDR lacks leadership commitment among the officials of the sub city. Finally, it was found out that challenges emanated from working ethics and motivation of employees made the reform in the sub city 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 sub city.

5.2. Conclusion Remarks

Although the kirkos sub city administration has embarked on service delivery reform since 2002, the achievements recorded from SDR implementation so far exposed that the assumed achievement areas of SDR remain yet realized in the kirkos sub-city administration. 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 remain thus far limited.

Similarly it was found out that the impact of the SDR in improving of service delivery in the kirkos sub city administration especially with regard to clients' satisfaction is so far limited and the perform of such reform remains hindered by a myriad of factors. The data gathered on challenges that met the SDR implementation revealed that the reform highly suffered from weak institutional capacity, poor management practices and working ethics and motivational related problems of employees. Therefore, unless the kirkos sub city administration takes immediate and

critical measures to alleviate the problems, SDR remains rolling back and hence service quality will continue to deteriorate. To this effect the following major recommendations were forwarded.

5.3. Recommendations

5.3.1. continuous 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 sub city is absence of adequate training and awareness creation on the essence of SDR. As a result, the majority of the employees in the sub city 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.

5.3.2. 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 sub city seriously impeded the effectiveness of SDR implementation in the sub city. 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 sub city should stress on strategic management leadership. This means the leaders in the sub city 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.

5.3.3. Result oriented evaluation should be strengthen

One of the main challenges faced SDR implementation is ineffectiveness of result oriented evaluation system of employee's performance. It was found out that the evaluation of workers' performance within the sub city 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 sub city should constantly maintain and strengthen result oriented evaluation system.

5.3.4. Capacity building issues need to be addressed

It is clear that no reform is often successful without building the institutional, skill and resource capability of implementing institutions. It absolutely was discovered that the Kirkos sub city administration was unable to manage and implement the SDR to a desired extent because of its weak institutional capacity. Particularly budget constraints, shortage of skilled man power and inadequate work facilities are recorded as major challenges of SDR implementation within the sub city. Hence, if true reform is required the concerned government bodies and therefore the sub city itself should exert the required efforts to alleviate such capacity limitation through working in partnership with other stakeholders particularly therewith of donors. Also Practical evidence on the implementation of reforms confirms that most successful reforms are designed at the highest levels of government. Such political commitment requires, among other things, the necessary resources for the establishment of institutions by collecting the necessary resources and support. It was found that there is no such political commitment in the sub-city administration and that it is symbolic. Therefore, the politicians involved in the sub-city should monitor the monitoring and evaluation situation by providing the necessary support and resources to implement implementing institutions and monitoring the implementation of change.

In addition, a clear leadership-based accountability relationship has to be established, as the poor leadership commitment shown in the Kirkos sub-city administration can make a significant contribution.

5.3.5. The Kirkos sub city administration should support the SDR through research

The research found out that the use of complaints and suggestions made by clients as a source of feedback to improve efficiency and effectiveness of services in the Kirkos sub city administration

is neglected. However, such feedback information is 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 thereby to improve the implementation strategies. Therefore the sub city has to give emphasis on supporting SDR with research in order to build SDR on strong basis and make it sustainable.

5.3.6. The kirkos sub city administration 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 contracting out. The rational 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 kirkos sub city administration 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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APPENDIX I Checklist Interview for Top Management
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 kirkos sub city administration selected offices.

1. What major reforms are made and are applicable in the area of service delivery?
2. What are the obstacles faced in carrying out the program?
3. What is the most significant change of the reform in the service delivery and how do you measure its significance?
4. What types of services exhibits improvements after reform implementation?
To what extent? How do you measures?
5. 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 according?
6. Do you think there are sufficient professionals to deliver the service? Yes or No? If yes what measures taken?
7. What are major challenges of SDR implementation in your office?
 - a. challenges related to the office as institution
 - b. Challenges related to management practices
 - c. Challenges related to workers commitment, motivation and work ethics.
 - d. Specify other challenges if any?
8. Are there procedures and systems by which customers are served?
9. How do you determine your customers' satisfaction with the service delivery the sub city provides?

Thank you for your cooperation

APPENDIX II Questionnaires to staff respondents

Addis Ababa University

School of Graduate Studies, Faculty of Business and Economics

Department of Public Administration and Development Management

Questionnaires to staff respondents

Dear Respondent

This questionnaire is designed to collect data to carry out a research entitled Assessing the effectiveness of service delivery reform with reference to kirkos sub-city, Addis Ababa, Ethiopia. The information that you offer me with this questionnaire is used as a primary data in my research which I am conducting as a partial fulfillment of the requirements for the master of public management and policy at Addis Ababa University. Therefore, this research is to be evaluated in terms of its contribution to our understanding of challenges affecting the effectiveness of service delivery reform and its contribution to improvements in the area. Any information you provide in this questionnaire will be kept confidential and it will be used only for the academic purpose. I cannot include any information that will make it possible to identify any respondents.

I would like to express my deepest appreciation for your generous time, honest and prompt responses.

Note: No need to write your name when completing the questionnaire.

Background information of Respondents

1. Sex:- Male Female

2. AgeGroup:

18-25 years 26-35 Years 36-45 Years 46-55 above 56

3. Level of education:

Below 10 grade 10-grade complete Certificate Diploma

Bachelor Degree Master's Degree and above

4. Marital Status:

Single Married Divorced Widowed

5. How long have you been Work (work experience)?

Below one year 1-4 years 5-9 years 10-15 years More than 16 years

Section 1. Questionnaires regarding the implementation of service delivery reform (SDR)

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 below it.

No.	Items of assumed implementation	Agree (1)	neutral (2)	disagree (3)
1.	Mission statement was prepared			
2.	Code of conduct was developed			
3.	Suitable offices were present to carryout reform			
4.	Adequate human, financial and physical resource deployed			
5.	Strategic planning and management was prepared			
6.	Compliant handling unit established			
7.	Customer need and expectation were identified			
8.	Service standards were set to compare achievements with the reform			
9.	Staff were made aware of the policy of service delivery reform			
10.	Customer focused training given to staff			

Other pre implementation activities or preparation made in the office _____

2. Did your office carry out all service delivery reform tools of service delivery reform program simultaneously?

Yes No 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 offices have given priority too? _____

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

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

Other problems of service delivery before SDR _____

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

Was very relevant Was relevant Neither relevant nor irrelevant Not relevant

Section 2. Questionnaires regarding achievements of service delivery reform (SDR)

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 return for service sharply reduced					
6	Knowledge level and capacity of staff about their work increased					
7	Initativity of employees to give suggestions on how to improve service delivery in 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 complaint 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 3. Questionnaire regarding challenges of service delivery reform (SDR) implementation

1. 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 equipment					
4	Heavy work load in the office					
5	Lack of effective coordination among departments					
6	Lack of integrated implementation of all subprograms					
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 log run					
19	Low staff morale					

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

Thank you for your time

APPENDIX III Questionnaires to client respondents

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 service delivery reform implementation in Addis Ababa city administration office at kirkos sub city. 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 assess 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.

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 yourself. Please circle the letter of your choice

1. Sex?
 - a. Male
 - b. Female
2. To which age group do you belong?
 - a. Less than 25 years
 - b. 26-35 years
 - c. 36-45 years
 - d. 46-55 years
 - e. Over 55 years

3. What is your highest educational level/
 - a. Never attend school
 - b. Attend primary school(1-8)
 - c. Attend high school (9-12)
 - d. Technical/vocational training
 - e. College diploma
 - f. University graduate-1stdegree
 - g. University graduate-post graduate

4. What is your occupation?
 - a. No occupation currently
 - b. Civil servant
 - c. Employee in private sector
 - d. Self-employed
 - e. 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 assess your level of satisfaction on different dimensions of service quality that you received from the office of city service. 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 dissatisfied3	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 service					
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 cannot easily find our files	
7	They don't inform us beforehand 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 _____

Thank you

