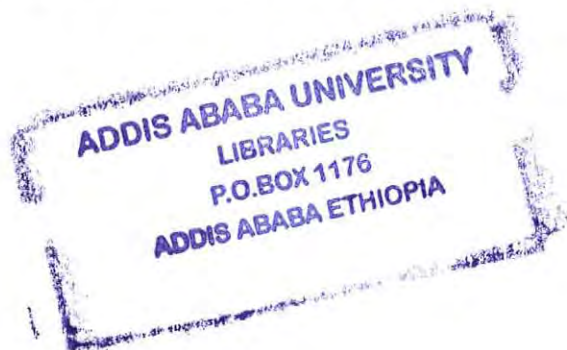


Addis Ababa University
School of Graduate Studies

**AN ASSESSMENT OF BPR IMPLEMENTATION IN THE
WAREDA EDUCATION OFFICES OF BORENA ZONE**

By

Tesfaye Tilahun Shukure



April 2011

AAU

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WAREDA EDUCATION OFFICES OF BORENA ZONE**

**DEPARTMENT OF EDUCATIONAL PLANNING AND
MANAGEMENT**

BY TESHAYE TILAHUN SHUKURE

**Thesis Submitted To Graduate School of Education of AAU in
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TABLE OF CONTENTS

	Page
PRELIMINARIES	
Acknowledgements -----	i
Table of Contents -----	ii
List of Tables -----	v
Abbreviations and acronyms -----	vi
Abstract -----	vii
1. CHAPTER ONE: Problem and its setting -----	1
1.1 Background of the Study-----	1
1.2. Statement of the Problem-----	2
1.3. Objective of the study-----	4
1.3.1. General Objective-----	4
1.3.2. Specific Objectives-----	5
1.4. Significance of the Study -----	5
1.5. Delimitations-----	5
1.6. Limitations -----	6
1.7. Definitions of Key Terms-----	6
1.8. Organization of the Study-----	7
CHAPTER TWO: Review of Related Literature -----	8
2.1 Historical Background-----	8
2.2 Business Process Reengineering: <i>Definition and Emergence</i> -----	9
2.3. Common Features and Purpose of BPR-----	12
2.4. Principles of Business Process Reengineering -----	13
2.5. Phases in BPR-----	14
2.5.1. Phase one: Planning-----	14
2.5.1.1 Understanding Top level Leadership Commitment -----	15

2.5.1.2 Identification of Business Process Entry Point	-----	15
2.5.1.3 Planning (Preparing TOR)	-----	16
2.5.2. Phase two: Understanding the Current Business		
Process	-----	16
2.5.3. Phase three: Designing	-----	16
2.5.4 Phase four: Implementation	-----	17
2.6. Success and Failure Factors for BPR Implementation	-----	19
2.6.1. Success Factors	-----	20
2.6.2. Failure Factors	-----	21
2.7. Global Experience of BPR Implementation in Public		
Sector	-----	22
2.7.1. BPR Implementation in Pubic Sector	-----	22
2.7.2. BPR in Education Sector	-----	22
2.8. Overview of BPR in Ethiopia	-----	23
2.8.1. BPR Practice in Oromia	-----	25
2.8.2. Local Researches on BPR Practice in Education		
Sector	-----	26
CHAPTER THREEE: Research Design and Methodology	-----	27
3.1. Research Method	-----	27
3.2. Sources of Data	-----	27
3.2.1 Primary Sources	-----	27
3.2.2 Secondary Sources	-----	28
3.3. Sample and Sampling Techniques	-----	28
3.4. Data Gathering Instruments and Procedures of Data		
Collection	-----	29
3.4.1. Instruments of Data Collection	-----	29
3.4.1.1. Questionnaire	-----	30
3.4.1.2. Interview	-----	30
3.4.1.3. Observation	-----	30
3.4.2. Procedures of Data Collection	-----	31

3.5. Method of Data Analysis -----	31
CHAPTER FOUR: Data Presentation, Interpretation and Analysis-----	33
4.1. Characteristics of the Respondents -----	33
4.2. Analysis of the Assessment of BPR	
Implementation-----	36
4.2.1. Existing Awareness and Attitude of Workers and Stake Holders-----	36
4.2.1.1. Awareness level-----	36
4.2.1.2 Wareda Education office Workers' knowledge of Purposes Initiated BPR-----	39
4.2.1.3. Attitude of Wareda Education Office Workers and Directors Teachers towards BPR-----	41
4.2.1.4. Attitude of Parents and Investors -----	44
4.2.2. Assessment of BPR Implementation Practice-----	44
4.2.3. Monitoring and Evaluation Mechanism-----	50
4.2.4. Challenge to BPR Implementation -----	54
4.2.5. Solution to overcome the challenges -----	55
CHAPTER FIVE: Summary, Conclusion and Recommendation-----	56
5.1. Summary-----	56
5.2. Conclusion-----	60
5.3. Recommendation -----	62
Bibliography	
Appendices	

Lists of Tables

Page

Table 1: Respondents, Sample, Sampling Technique, and Data Collection Tools-----	29
Table 2: Characteristic of the Respondents-----	34
Table 3: Response on the Level of BPR Related Awareness -----	37
Table 4: Perception of the Respondents on Purpose of BPR Initiation -----	40
Table 5: Wareda Education Office Workers, Directors and Teachers’ Attitude towards BPR -----	42
Table 6: Planning BPR Implementation -----	45
Table 7: Work Design -----	47
Table 8: Condition in Which Guidelines to Govern New Design Is Existing -----	48
Table9: Leadership Commitment-----	49
Table 10: Monitoring and Evaluation-----	51
Table 11: Reward and Sanction -----	53
Table 12: Respondents Rating on the Challenges Faced Implementation Of BPR -----	54
Table 13: Respondents Rating on the Strategies Utilized to Tackle the Implementation Problem -----	55

Abbreviations and Acronyms

BPR	Business Process Reengineering
MDG	Millennium Development Goal
SDPRP	Sustainable Development and Poverty Reduction Program
PASDEP	A Plan for Accelerated and Sustained Development to End Poverty
LDCs	Least Developed Countries
MoFED	Ministry of Finance and Economy Development
BPoA	Brussels Program of Action
MoCB	Ministry of Capacity Building
OEB	Oromia Education Bureau
TQM	Total Quality Management
WCSGGOHs	Woreda Civil Service and Good Governance Office Heads
BSC	Balanced Score Card
OCBB	Oromia Capacity Building Bureau
IT	Information Technology
IS	Information System
PSDIP	Performance and Service Delivery Improvement Policy

Abstract

The Government of Ethiopia started to introduce Business Process Reengineering in some federal institution in 2004 and this was later expanded to all federal and state level offices. As such, this study was conducted to assess the status of BPR implementation in the woreda education offices of Borena Zone by examining the existing BPR related awareness and attitude of education office workers and clients towards the design, BPR implementation practices, existing implementation monitoring and evaluation mechanism and the challenges impeding the implementation of BPR in the offices. A Descriptive survey method and qualitative and quantitative research approach were used to collect and analyze the data. Instruments such as questionnaire, interview, document analyses and observation were used to gather data. Availability sampling technique was used to select 5 woreda education office heads, 10 process owners, 34 case workers, 5 PTA chairmen, purposive sampling technique to select 5 CSGGOHs and 5 school directors; lottery system to sample 20 teachers and accidental sampling method to select 5 other stakeholders (investors). Quantitative data obtained from the questionnaire was analyzed by using mean and percentage and data from interview, document analysis and observation qualitatively analyzed to complement the quantitative one. The study concludes that even if large majority of workers have positive attitude towards BPR, the implementation status of BPR in woreda education offices of Borena Zone is low due to: weak team spirit emanated from variability in awareness of the workers, poor communication network, over focus on its hardware, weak monitoring and evaluation, lack of motivation and reward, inadequate training and education, poor commitment of the leadership and problem related to creating culture of change. To alleviate this, it is worth recommending that availing a system of offering regular research based training, stretching open, honest, and clear communication network, strengthening monitoring and evaluation, establishing reliable performance measurement system as well as reward and sanction and improving commitment of leaders by evaluating them based on their level of performance in implementing BPR.

CHAPTER ONE

1. Problem and its Setting

This part deals with the back ground , statement of the problem, objective of the study, significance of the study, delimitation of the study the research methodology ,limitation of the study ,definition of the key terms and organization of the study

1.1 Back Ground of the Study

Ethiopia as the developing country has the vision to be a middle income country by 2020 (MOCB,2006). To attain this vision the country has to accomplish its stated missions properly. Eradicating poverty and tracking the socio economic development of the country with a sense of urgency is one of the top agendas of the country. The agenda can be addressed if public institutions can able to deliver their products and services efficiently and effectively to the society and be responsive to citizens' need.

The role of public institutions in eradicating poverty and enhancing national development is vital. To make them play this key role the government has embarked on multiple public administration reforms from the early 1990s. More over, in 2002, extensive government capacity building program which gave new impetus to the civil service reform program (CSRP) the CSRP was initiated in 1994 when a task force was established to conduct a diagnostic overview of the condition of the civil service institutions. Based on the findings of this diagnostic phase, the study and development phase of the program were launched in 1997(MOCB, 2007).

The Ethiopian civil service though over century old does not yet have a culture performance and service delivery improvement. The problem of service delivery organization and management work culture and system are the major ones in most of our civil service institutions (Berihun, 2009).

Hence it was necessary to adopt business process reengineering that is meant to fundamental rethinking and radical redesign to bring dramatic improvement. Accordingly since 2004 the government has endorsed Business Process Reengineering (BPR) as a foundation for strengthening Result Based Performance Management System in the Civil Service (Tesfaye (2009)

As one of the sector bureaus of Oromia region, Oromia Education Bureau (OEB) embarked the reengineering of its work approach in December 2007. It was important to adopt this design to this sector because the existing system was not suitable to respond immediately to the needs of the society and as a result failed to contribute to regional development and poverty eradication endeavors. This problem is widely manifested in the form of poor education service which resulted in dissatisfaction of the parents, students, teachers, education experts and stakeholders.

It is now more than four years since BPR was introduced in all sectors of the Oromia Region. Therefore, investigating the status of actual implementation of BPR that is supported to improve service delivery and help in contributing to improve quality of education is timely.

1.2. Statement of the Problem

Building good governance, democracy and economic development and improving the citizens' living standard are the pillars for which currently Ethiopia is striving. But achieving this objective is not an easy task. The effort to bring them can be challenged by different factors among which the civil service system is the key factor. The old bureaucratic system has brought a little progress in Ethiopia which is negligible when compared with the age and effort of the country. Realizing this, the government has begun to reform the service delivery system. So; one of the major activities

of the civil service reform is adopting and implementing Business Process Reengineering.

MOCB (2007) revealed that even though BPR has begun to be utilized to carry out the civil service, it has brought the incremental change than dramatic change expected from its implementation. In most of the organizations no paradigm shift from the old traditional way of doing business that has been registered.

Considerable researches also have been conducted on the implementation of Business Process Reengineering in some public organizations of Ethiopia. Habtamu (2010) has listed some of them with their findings. Accordingly, Gebregziabihier (2005) conducted research on perceived performance improvements in seven public organizations and found that the program has brought dissatisfaction among employees. Abate (2006) in his assessment on Ethiopian Civil Service Collage found that major barriers to the success of BPR effort were lack of skill of implementation, communication gap on the benefit of the reengineering and managerial resistance to change. Danyachew (2005) came up with inadequacy of BPR methodology as a reason for the failure in BPR in credit dispensation through investigation entitled "BPR in credit dispensation in commercial bank of Ethiopia" Getachew (2007) conducted research on some public organizations and found that there is gap of understanding on the rationale of implementing BPR. By conducting research on some ministries of Ethiopia and Bureaus of Amhara regional government Matebu(2008) found that people in the organization were not clear with the purposes, the principles, multi dimensional changes and the benefits of BPR.

Similar studies ,for example, Nemie(2009), Mesay (2010) and Habtamu(2010) in Oromia Education sector indicate that implementation in BPR in Oromia is facing various challenges.

The above researchers have touched considerable points regarding BPR implementation including few of them who have made investigation on the achievements of the design as well. But this research deals with the implementation phase regardless of its achievements.

Though no research has been done, BPR implementation in the Borena Zone of Oromia regional state also seems to have drawbacks that need investigation. So investigating into the challenges would enable concerned bodies to work seriously on the existing gap. It is for this reason that the researcher conducted a study on the status of implementation of BPR in the woreda education offices of Borena zone. In due course, the following basic questions have been raised.

1. What does the existing BPR related awareness and attitude of education office workers and stakeholders towards BPR look like?
2. How is BPR being implemented in woreda education offices of Borena Zone?
3. How far proper monitoring and evaluation mechanism for proper implementation is going on?
4. What are the challenges to implementing BPR in the Wareda?

1.3. Objective of the study

1.3.1. General Objective

The general aim of the study is to assess the status of implementation of business process reengineering in the education offices of Borena Zone.

1.3.2. Specific Objectives:

- to investigate into different perception held on BPR and look into existing implementation practices.
- to aware different stakeholders on the pros and cons of in the course of implementation of the reform.

1.4. Significance of the Study

Implementation is the most difficult phase of the reengineering project. Ideas are turned into actions and the institutions natural resistance to change must be overcome. This is also the true nature of feature of BPR implementation so far identified by different intellectuals in Ethiopia. Hence this study can have the following significance.

- The finding of the study may serve as one source of information to Oromia education bureau and zone and woreda education offices on the status of BPR implementation.
- It may forwards some specific and practical recommendations for future action on the basis of the findings
- The study may draws clearly needed lessons to be learned by other sector leaders, BPR team members, trainers, educators and consultants.
- The study also may helps as spring board for further studies.

1.5. Delimitations

Though BPR is being implemented in government offices of all zones in Oromia, to make it manageable and due to the researchers past experience, the study is delimited to Borena zone and the education sector. Moreover, even though various documents were consulted on other phases, the main focus of the study is on actual implementation of BPR

1.6. Limitations

Various happenings had challenged the smooth flow of the study. Majority of the workers are overburdened by various office and field works and as a result it is suspected that they have filled the questionnaires attentively. Moreover, the presence of higher rate of the employee turnover had made workers with little know how of the design to fill the questionnaires. These all may affect the accuracy of the information used as input for this study.

1.7. Definitions of Key Terms

Core process – are processes that met the important needs of the organizations external customers (Linden, 1994)

Dramatic improvement - achieving quantum leaps in performance rather than incremental improvements (Hammer and Champy, 1993)

Fundamental rethinking – ignoring what is already at hand and concentrating on what should be (Hammer and Champy, 1993)

Leader – a senior executive who authorizes and motivate the over all reengineering effort (Hammer and Champy, 1993)

Process - a collection of activities that take one or more kinds of input and creates an output that is of value to the customer. (Hammer and Champy, 1993)

Process owner – a manager with responsibility for a specific process and the reengineering effort focused on it (Hammer and Champy, 1993)

Public service – refers to those activities of government institutions aimed at satisfying the needs and insuring the well being of the society as well as enforcing laws, regulations and directives of the government (FDRE 2001)

Radical – getting to the root of the thing; not making superficial change or fiddling with what is already in place but throwing away the old (Hammer and Champy, 1993)

Reengineering - is the analysis and design of workflows and processes with in an organization (Wikipedia, the free encyclopedia)

Reengineering team – group of individuals dedicated to the reengineering or a particular process, which diagnoses the existing process and oversee its redesigning and implementation (Hammer and Champy, 1993)

Support process – the process that meets the important needs of internal customers (Lindon, 1994)

Value adding activities –an activity the end user is willing to pay for one which brings a service closer faster and provides accurate real time information (Lindon, 1994)

1.8. Organization of the Study

This study report is organized in to five chapters. The first chapter deals with the introductory part that includes background, statement of the problem, objective, significance, delimitation, limitation, definition of key terms and organization of the study. In chapter two related literature that guided the researcher in the study are reviewed. The methodology of the research and data analysis and presentation are presented in chapter three and four, respectively. Finally; the summary, conclusion and recommendation of the study are treated in chapter five.

CHAPTER TWO

2. Review of Related Literature

This section presents the theoretical background of the study, global practice on BPR, overview of the setting of the study and the local researches conducted on Practice of BPR.

2.1 Historical Background

The approaches to work and organization evolved and developed along with the development of human race. It has gone through different phases beginning from early way of living like hunting, craft production, etc to this days of global world. One of the early approaches of doing works is craft production. It is the common method of manufacturing technique applied in pre industrial world. Craft production was characterized by "limited production predominantly agriculture economy, limited labor division, etc" (Belete .et al 2007) and was dominated by generalists who have understanding of all aspects of the work at hand (Linden 1994)

By citing "*The wealth of nation*" published in 1776, Linden (1994) puts that Adam smith expressed his enthusiasm for new idea, the principles of labor division. He had observed two types of production in pin factory: craft production and group that divided their work into small narrow tasks; the group that divided its labor showed vastly higher production.

Linden (ibid) pointed out that this led to specialization and fragmentation of work by several more systems towards the turn of twentieth century; as a group of engineers began employing the scientific management to root out inefficiencies and wastage in factories and organizational systems and thereby to increase productivity through improved accounting cost control and sharing to motivate works. One of the famous of this group member was Fredric W.Taylor who designed scientific time and motion studies of most productive workers in various plants to identify specific work

methods that all should follow as well as to document the amount to be paid in gain-sharing plans.

In 1922 the German sociologist Max Weber introduced the concept of bureaucracy as the best most efficient way to organize people. A strong hierarchy of authority as extensive division of labor, impersonal rules and rigid procedures would create a well-oiled human machine called the organization. According to Shein and Vennis (1965) in Nemie (2009), in the 1940s the scientific study of groupings using experimental research methods was launched by Kurt Lewin and his students as well as many researchers, and the concept of human relations was brought in the 1940s to the 1960s. Then the human relation movement advocating participative management, great attention to workers' social needs, training interpersonal skills for supervisors and general humanizing of the work place came into existence. In 1954 motivation and personality by Abraham Maslow presented a new view of human motivation (French and Bell, 2004 in Habtamu M. 2010). In the late 1980s and beginning of the 1990s new ways of doing work like total quality management were implemented in different organizations especially in Japan. In addition to this business process reengineering became a popular way of organizing work beginning from the early 1990s to date (Pepperd and Rowland, 2002 in Mesay, 2010)

2.2 Business Process Reengineering: *Definition and Emergence*

Reengineering is a new concept of business model and associated to a set of techniques that managers and executives have to use to reinvent their organization for conception in a new world. Scholars have defined Reengineering from different perspectives. Hammer and Champy (1993), defined it as the fundamental rethinking and radical redesign of business and business process to achieve dramatic improvements in critical contemporary measures of performance, such as quality, cost service and

speed. Bennis and Mesche (1995) view it as reinventing the enterprise by challenging its existing doctrines, practices and activities and then innovatively redeploying its capital and human resources to human into cross functional process. Linden (1994) notes that reengineering as the set of power principles is radically changing some public and private bureaucracies.

The above definitions have revolved around some common terminologies. They all emphasize that BPR entails the restart with radical or fundamental way with objective of abolishing the traditional approaches, values, attitudes, procedures and practices and replacing them with the new orientation and direction of the organization. A process oriented approach is also another common point portrayed in the definitions. In this aspect the focus lays on giving attention to the method of organizing activities of the organization. The third issue raised in the definitions is that BPR is characterized by a powerful tool that controls change and measures performance in relation to customer satisfaction.

The hierarchical bureaucratic structure is taken as advantageous management system by organizations for its ability to accommodate changes in a high growing environment by adding more layers of management, its appropriateness for consistent and accurate work performance through control and planning and its requirement of short and specialized training for specific tasks rather than generalizations. But it incurs enormous cost like additional over head and increasing the distance that separates the senior manager from the service users of the organization (Hammer and Champy 1993).

According to Linden (1994) this situation was also sensed by the civil service institutions. More hierarchies and more layers of management were designed to better control, check and balance in order to minimize or

avoid fraud and corruption. Nevertheless, the effort was followed by poor service delivery to customers which manifested itself by delay, reduced quality, runarounds and lack of accountability.

Gradually it was sensed by different organizational leaders that the longer hierarchy was so weak to respond to customers need; allows poor communication; and cooperation takes much time to make decision and generally dissatisfies the customers. Because of their strong intention to deliver highest quality product or service with the lowest possible cost, they started to question the traditional approach or the hierarchical bureaucracy. As noted by Bennis and Mische (1995), by the 1980s, many business organizations encountered with massive environmental change which necessitated massive internal change in response. That was the time when they wake up to develop a means of not only success but also survival. As a result, organizations were forced to operate in a different way by introducing major designing principles. The application of these major design principles enabled the organizations meet customer needs and respond to their environment quickly.

Hammer and Champy (1993) also observed that different companies dramatically improve their performance by radically changing the way which they work in 19980s. According to their observation it was the process not the business of the organization altered, i.e., either significantly improved or entirely replaced. The authors were able to understand that the companies used different techniques to change the process and dig out those techniques. They detected that some of the techniques could and others couldn't succeed to bring the planned radical change. Finally they came up with the following.

"Little by little, by examining the experience of many companies we were able to discern the patterns of action that led to success and those didn't and gradually we could see a set of procedures for effecting radical change take shape. Eventually, we gave these sets of procedures a name we called it business process reengineering, (Hammer and Champy, 1993)

2.3. Common Features and Purpose of BPR

BPR involves the disregarding of all existing structures and procedures and designing completely new ways of accomplishing work. So according to Hammer and Champy, (1993) the common features of reengineered business process are: work units change from department to process, jobs change from simple task to multi- dimensional work, peoples role change from controlled to empowered, focus of performance measures and compensation shift from activity to results, advancement criteria shift from performance to ability, values change from protective to productive, managers change from supervisors to coaches, organizational structure change from hierarchical to flat, executives change from store keeper to leaders.

Organizations do have different reasons to initiate radical change. Some of the objectives identified by Bennis and Mishe 1995 and Bhat 2007 in Habtamu (2010) are the following.

Organizations initiate radical change primarily to increase productivity through creation & innovative and seamless process that has never ending which occurs in a natural order, with natural velocity.

The second reason is to optimize value to share holder. This is achieved through doing things differently. For example, innovation of function like product design, manufacturing and customer service that can fit the clients taste.

Consolidating function is the third reasons for which organizations do reengineering. Reengineering seeks to create an organization that is linear, flatter and faster. The ability to rapidly assimilated innovations, market need, technological developments, customer trends, and competitor initiatives is a trade mark of the reinvented organization.

Finally reengineering is meant for elimination of unnecessary levels. Reengineering constructively challenges and analyzes the organizations hierarchy and activities in terms of their value, purpose and content. Organizational levels and activities that represent little value to shareholders or contribute little to competitiveness are restructured or eliminated.

2.4. Principles of Business Process Reengineering

The term business process re-engineering is new, but its design principles have been developing for some time. Lindon (1994) identified the following three sources for designing principles of process re-engineering.

The first source is '*successful experience*'. Dozens of corporations and governmental agencies have made major advances by engineering their processes and their experiences provide us with the most useful data from which to draw principles.

Secondly, reengineering draws principles from its first cousin in the manufacturing world '*concurrent engineering*' and the process of '*lean production*'.

The third source is the increasingly important focus '*on -time -based competition*', developed in the united states from the success of the Japanese were enjoying for just-in-time production methods. It is the system approach that scrutinizes every step in the value chain, from supplier relationships through design and manufacturing or service development to distribution and consumption with the goal of eliminating wasted time and effort in chain.

Authors on process reengineering, specifically Hammer and Champy (1993) and Linden (1994) put the principles of business process principals as:

Organizing around outcome not tasks, identifying all process in organization and prioritizing them in order of redesign, integrating information processing work into the real work that produces the information, substituting parallel for sequential process, providing a single point of contact for customers and suppliers when ever possible, bringing downstream information up stream , putting the decision point where the work is performed, ensuring a continuous flow of the main sequence that can directly add values, first reengineering then automating, building control into the process and capturing information once at the source .

These principles are so general that their application to specific situation is not identical. Linden (1994) reflects up on this as follows

“While these design principles may be natural and basically simple, practitioners are wise to reflect on them and discuss their possible applications with colleagues before embarking on radical change. They also need to think through how to apply them in a way that makes sense to staff and customers”

Thus, organizations are advised to adopt these principles accordingly while taking the guidance of them to reengineer their business process.

2.5. Phases in BPR

BPR projects need to follow certain phases for the sake of its effectiveness. The most common phases are planning, understanding, and redesigning and implementation (OCBB, 2007).

2.5.1. Phase one: Planning

As it was discussed in the preceding section BPR is a fundamental, dynamic and dramatic change in the business process. The changes are required to make the business process add value for customer satisfaction. As all deliberate effects of the human being to reach a given ends (s), BPR also requires a systematic approach in order to serve its purpose in which planning serves as tool. Thus Business process reengineering needs planning as a first phase. Under this phase the organization ensures the

existence of the necessary personal and information to execute the project. Hammer and Stanton (2004) identified the following three steps of the planning phase.

2.5.1.1 Understanding Top Level Leadership Commitment

Leadership is the primary issue that has to be concerned in redesigning project. This is so because the top leaders can recognize the systematic difficulty of the process as a whole or to develop new idea about it (Hammer and Stanton (2004). Therefore, a leader is a primary key ingredient for reengineering. As he/she is a senior executive who authorizes and motivates the overall reengineering effort, first of all the leader has to have the understanding and acceptance of the why and the how of reengineering (OCBB, 2007).

Before entering into the object of reengineering, 'what' of the reengineering process, it is better to look at 'who' will reengineer (OCBB 2007). So how organizations select and organize people who actually do the reengineering is key factor to the success to be achieved. So individuals who are capable to lead the reengineering have to be determined. The leadership ingredients leading the reengineering projects are then of 5 in number (OCBB, 2007, Linden, 1994, Belete et al ,2007). These are: leader, process owner, reengineering team, core staff (reengineering czar) and steering committee.

2.5.1.2. Identification of Business Process Entry Point

Bennis and Mische (1993) and Grovel et al (1995) warn that an attempt to reengineer too many processes at the same time is one of the most common mistakes made by organizations for it is limited by existing financial capacity and timing. Therefore, identifying the business process to be reengineered at the early stage of reengineering is crucial (Hammer and Champy, 1993). Accordingly leaders and core staff should identify and

decide the business process to be engineered based up on importance and feasibility.

Processes are a set of related activities designed to produce a particular out come (Linden, 1994). Business processes are not some thing that we invent upon trying to understand the current business process. So in identifying business process, an organization need not go for creating what the process should be. Then the identified process are treated as *core* (central to business functioning) and *support* business processes (back process, which underpin the core processes).

2.5.1.3. Planning (Preparing TOR)

As noted by Belete et al (2007) the leader and the steering team should have an over all plan and direction of the reengineering project. Then, the reengineering teams and process owners should prepare TOR that guides their operation. The TOR needs to cover the entire study, the redesign processes and the implementation styles.

2.5.2. Phase two: Understanding the Current Business

Process

Once the process has been identified and selected in phase one, understanding these processes adequately before proceeding to redesigning comes next. In understanding the current business process, the reengineering teams may go through describing the business process; the customer needs and problems; studying what the process produces and why the business process is producing such results; and producing performance base line (Belete et al (2007)).

2.5.3. Phase three: Designing

Redesigning is the most creative part of the entire reengineering process. More than any other it needs imagination, inductive thinking and a touch of

craziness. In redesigning process the reengineering team abandons the familiar and seeks the outrageous. Redesigning asks the team members to suspend their belief in the rules, procedures, and values that they have honored their whole working lives. In redesigning a process, different models like bench marking, problems- rule-assumption, and others can be used for team in order to produce breakthrough ideas (Belete et al 2007).

2.5.4 Phase four: Implementation

Implementation is the stage where the designed process (the new process) is tested and implemented. Besides, it is a phase where alignments: structure, management and measurement system, value and belief and information technologies that are transformed and lined so that the new process will furnish the required result of values (Belet et.al.2007). It is the most challenging phase of the reengineering project. Implementation is the broad phase that the new design come to the whole works where the real mobilization is important, the firm and discipline of the leader in managing is tested and the fruit of the effort is determined (Ibid).

Therefore, implementation calls for thorough treatment of activities through their logical steps. Above all, implementation begins with planning and planning guides the preparation to materialize the reengineering. Basically the preparation has two issues to address, i.e. action plan and manual preparation.

According to Belete et al. (2007) and OCBB (2007) action plan includes, work activities to be done with time frames such as the decision points, the testing of the new process, the employee's redeployment, office arrangement, and resource decision, implementation arrangement etc. are studied and ready for action.

Communication plan and system should be clearly set. Every change projects demand clear and effective communication for its success. This is

so because communication plays role in clarification about and acceptance of recommendation by the practitioners of change. It can be conducted through organizing awareness creation and consensus building meetings by organization or bureaus management with employees and key customers. Thus the leader and the process owner with their team should prepare communication plan and ensure effective communication among staff and stake holders.

Change management strategies should be set clearly. The implementation of new process is typically the most failure- phase of reengineering project because of the organizations natural resistance to change (OCBB 2007). Usually, the greatest challenge lies on managing the human dimensions of change. As such, executives should begin to develop and carryout a formal change management plan to bring the agency's values into line with the goals of reengineering (Ibid).

Control and monitoring system should be established. To be effective in implementation of the reengineered design, monitoring the on going activities against proposed manner and evaluating the effectiveness of the change recommended is vital.

Bhat (2007) as cited in Nemie (2009), the success of BPR project implementation can be evaluated on trial run basis and as on going basis. The 'trial run' will be determined whether the team should be permitted to proceed with its process reengineering effort. This step involves two activities i.e. pilot test to ensure that the proposed change will dramatically improve the process and assessing the result and making necessary adjustment in the flow chart.

To evaluate performance on an ongoing basis, the team need to gather and evaluate data, and the measurement results should indicate movement towards the goal of team for the new process. The process performance

should be evaluated on an ongoing basis to determine the extent of progress of the team. This step of the implementation phase requires the team to hold regular meetings and deliberate on the observed progress.

The process reengineering team should not disband as soon as implementation begins or even after it over. Meeting or discussion should continue because the team has to evaluate progress and solve any problems that may encounter (MoCB, 2007).

Once the implementation plan has been followed through, the entire team should get together to review progress against objectives, i.e. they should conduct evaluation. Certain questions therefore, need to be addressed (OCBB 2007). These include does the new process contribute to the efficient and effective implementation of the mandate and mission of the organization; is the process now the best it can be; if so what action are needed to maintain this stage? If the process is not “best” it can be, should ‘new’ improvement plan be envisaged? Does this involve the same or a new reengineering team? Is the new process customer friendly and ensure customer satisfaction, (in term of responsiveness to compliant, office arrangements, customers’ reception, service quality, timeliness, cost, one-stop shopping, etc)? Therefore, issues of monitoring and evaluation have to be thoroughly included in planning action of implementation.

2.6. Success and Failure Factors of BPR Implementation

According to Al-Mashari and Zairi (1999,) the implementation process is complex, and needs to be checked against several success/failure factors to ensure successful implementation, as well as to avoid implementation pitfalls. These authors distilled the factors listed below from various articles as well as empirical research on BPR implementation and categorized them into a number of subgroups representing various dimensions of change related to BPR implementation. These dimensions are:

- (1) change management system and culture
- (2) management competency and support;
- (3) organizational structure;
- (4) project planning and management; and
- (5) IT infrastructure.

As identified by Al-Mashari and Zairi (1999,) there are both success and failure factors for BPR implementation under each of these dimensions. Based on this, the discussion of these factors has been summarized as follows.

2.6.1. Success Factors

Change of Management System and Culture includes factors like revision of motivations and rewards systems, effective communication, empowerment, people involvement, training and education, creating an effective culture for organizational change and stimulation of receptivity of the organization to change.

The success factors categorized under **Management competency and support** are committed and strong leadership, championship and sponsorship, and management of risk.

Organizational structure includes adequate job integration approach, effective BPR teams, appropriate jobs, definition and responsibilities allocation.

Project planning and management encompasses factors like alignment of BPR strategy with corporate strategy, effective planning and use of project management techniques, setting performance goal and measures, adequate resources, appropriate use of methodology, external orientation and learning, effective use of consultants, building a BPR Vision, effective process redesign, integrating BPR with other improvement approaches and adequate identification of BPR values.

IT infrastructure includes adequate alignment of IT infrastructure and BPR strategy, building an effective IT infrastructure, adequate IT investment and sourcing decisions adequate measurement of IT infrastructure effectiveness on BPR, proper IS integration, effective reengineering of legacy IS, increasing IT function competency and effective use of software tools.

2.6.2 Failure Factors

Factors that can hamper the BPR effectiveness as viewed through the above dimensions are the following. (Al-Mashari and Zairi, 1999)

Failure factors that fall under **Change of Management System and Culture** are problems in communication, organizational resistance, lack of organizational readiness for change, problems related to creating a culture for change, lack of training and education.

Management competency and support encompasses problems related to commitment, support, and leadership problems related to championship and sponsorship.

Organizational structure includes failure factors like in effective BPR teams problems related to integration mechanism and jobs' definition and responsibilities allocation.

Factors included under **Project planning and management** are problems related to planning and project management, problems related to goals and measures, inadequate focus & objectives, ineffective process redesign, problems related to BPR resources, unrealistic expectations, ineffective use of consultants and miscellaneous problems.

IT infrastructure encompasses problems related to IT investment and sourcing decisions, improper IS integration, inadequate IS development, ineffective reengineering of legacy IS and miscellaneous problem.

2.7. Global experience of BPR Implementation in Public Sector

2.7.1. BPR Implementation in Public Sector

Public sector is the part of the economy concerned with providing basic government services. The composition of the public sector varies by country, but in most countries the public sector includes such services as the police, military, public roads, public transit, primary education and healthcare for the poor. The public sector might provide services that non-payer cannot be excluded from (such as street lighting), services which benefit all of society rather than just the individual who uses the service (such as public education), and services that encourage equal opportunity (Investorwords,2010)

The need for business process improvement in public sector has been recognized many times. In 1990, during the period of many business process reengineering (BPR) projects, e.g. US government organizations went through the reform initiative named National Performance Review (Thompson, 2000), the main intention of which was organizational change. Several process change methods, that combine radical methods of BPR with a more progressive method of continuous process improvement, emerged (Hammer, 2004 in MacIntosh 2003)

2.7.2. BPR in Education Sector

Several authors (Davis and Mehta, 1997 in M. Balaji 2004) highlight the importance of undertaking BPR initiatives in the education sector to reduce costs and improve services. Walker and Black (2000) have identified three reasons for business schools to adopt BPR initiatives to face the challenges of the industry thereby responding to the demands of the customers, to achieve efficiency, flexibility, and to have an understanding of all variables that directly affect organizational or

individual performance. Another qualitative study undertaken in the education sector in Northern Ireland (McAdam and Bickerstaff, 2001) revealed similar results where the emphasis was based on customer's needs, designing and improving key business processes and identifying critical success factors.

2.8. Overview of BPR in Ethiopia

According to Getachew and R.Common (2006), the Civil Service was established formally during the reign of Menelik II in 1907, with the aim of ensuring orderly and efficient arrangements for the workings of government. 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 Haileselassie succeeded Menelik's daughter, Zawditu, in 1930.

Getachew and R.Common (2006) further explain that later on, during his reign, Emperor Haileselassie undertook a series of institutionalization and restructuring measures in the hope of bringing about an effective and efficient civil service governed by specified rules and procedures of a uniform nature. However, failure to adhere to established rules, unwarranted political interference affecting standard administrative procedures, and emphasizing political loyalty as the major criterion for appointments and promotions -all became the Achilles Heel of the Ethiopian Civil Service during that era.

The imperial period was finally replaced in 1974 with the Dergue socialist system, which was characterized by favoring central economic planning, duplication and fragmentation of public functions and the downplaying of merit and professionalism (Getachew and R.Common2006). The Dergue was finally ousted by the Ethiopian People's Revolutionary Democratic Front (EPRDF) in 1991.

Upon its assumption of power, the EPRDF came to grips with the deficiencies that featured as the hallmarks of the Civil Service. Dictated by the demands of the Structural Adjustment Program (SAP) and the zeal to usher in new arrangements in accordance with its drives and preferences, the EPRDF introduced a Civil Service Reform Program(CSRP) in 1996 (Getachew and R.Common (Ibid). The CSRPF contains 5 sub programs namely: Top management systems, Expenditure management and control, Human resource management, Service delivery and Ethics sub programs (EPRDF Ethics Sub-Program2000).

Since 2004, the government has also endorsed Business Process Reengineering (BPR) as a foundation for strengthening Result Based Performance Management System in the Civil Service (Tesfaye (2009)

According to Getachew and R.Common (2006), series of workshops undertaken to sensitize the political leadership and civil servants across the country; and the launch of special program performance and service delivery improvement policy (PSDIP) in priority ministries, agencies, and Bureaus designed to deepen the implementation of performance management. PSDIP, along with the other reform program areas have promoted BPR as key management initiatives, particularly in those ministries that interface directly with the private sector including education sector to make education and training responsive to the demand of country's skilled and semi-skilled manpower.

In its status report on the Brussels Program of Action (BPoA) for (LDCs), MoFED (2006) pointed out that Ethiopia has taken major steps in fighting poverty and bringing sustainable and equitable development. Accordingly, the government has designed policy tools, which are people-centered and geared towards addressing the needs of the poor in terms of providing better social services as well as attaining a higher economic performance at the macro level. This is witnessed by its commitment to achieve the

MDGs and by its strong poverty reduction program embraced in the SDPRP (Sustainable Development and Poverty Reduction Program) and in the PASDEP (A Plan for Accelerated and Sustained Development to End Poverty). Further it explains that the Government's program under the PASDEP would continue to focus on improving the quality of education to attract and keep children in school. BPR also made to continue under PASDEP for all public institutions that deal with private sector investment. In so doing BPR has been taken as one way of commitment to achieve MDG by giving public need centered service in order to hasten the poverty eradication endeavors.

2.8.1. BPR Practice in Oromia

Oromia is one of the nine National Regional states of Ethiopia with an estimated total area of 353,632 km². It shares common boundaries with all national regional states except the national regional states of Tigray (BOFED, RSC 2006). It has a total population of 27,158,471 (census 2007). The region is divided among 18 administrative zones, 304 rural districts and 43 woredas (BOFED, RSC 2006). The regional government is divided into 3 branches of government namely the parliament, the judiciary and the executive organs. As parts of the executive body there are 36 regional sector bureaus and offices which most of them have branches at zonal, urban and woreda level. The region has 10,741 and 461 primary and secondary schools, respectively (OEB, 2009).

The Oromia Regional state started implementing BPR in all public office in which Education bureau was one in 2007 (Nemie H.2009). To design its process the Education Bureau used the principles of Linden which emphasize 'the 3ps' namely people, plan and politics to redesign its process. In this way human resources needed for the study was trained; planning on implementation of the design has been carried out and

creating governance by using its political power and mandates for implementation was accomplished (Ibid).

After the designing of the process, pilot testing was conducted on some selected woredas in this pilot testing, the activities for implementation were set: workers' placement, Grievance handling and implementation teams were established; manuals and documents were published and distributed ; training were given to different bodies which are in the BPR program; team charter developed ; office lay out prepared and consulting and counseling teams established (OEB, 2008)

2.8.2. Local Researches on BPR Practice in Education

Sector

As it is one of the social sector and serving many of the customers, reengineering also has been brought to education sector in Ethiopia. As such there are researches conducted to assess the implementation of BPR in education sector. Nemie (2009) made investigation on implementation of BPR in Oromia education Bureau and concluded that the program seems to run with many problems like poor communication, inadequate readiness and preparation on change management, physical setting and timing resource mobilization, lack of clear and consistent implementation guideline and difficulties with the introduction of new information technology. Likewise, Mesay Gerbi (2010) who conducted research in Education office of East Shoa Zone of Oromia Region found that poor readiness resulted from inadequate knowledge of BPR concept and dynamic nature of works as well as multifaceted challenges accounted for the poor implementation of the reengineering in the zone. Habtamu Mengesha (2010) assessed planning and implementation of BPR in the north Shoa Zone of education offices and found that there was inadequacy in pertinent training on BPR, lack of skill and competency in both human and material resource to run the design, absence of change management system and existence of in convenient office lay out to permit *one stop shopping* principle.

CHAPTER THREE

3. Research Design and Methodology

This section deals with design and the methodology employed to conduct the research.

3.1. Research Method

This study aims at assessing the status of implementation of BPR at woreda education offices of Borena zone. To do this, the descriptive survey method has been employed for the study, since it enables the researcher to collect large variety of data from different workers and clients of the sample woredas and to describe the status of the implementation based up on the collected data. Qualitative and quantitative approaches were also used for this study.

3.2. Sources of Data

Both primary and secondary sources of data were used in the study.

3.2.1 Primary Sources

The primary sources of the study were key informants from Wareda including education office heads, process owners, case workers, Wareda civil service and good governance office heads (WCSGGOHs) and clients.

Wareda level office heads, process owners and case workers were contacted for they directly involve in the implementation. Customers were taken as a source of information for they are the direct beneficiaries of service delivered. Here, they were included in the sample not to obtain information on the impact that is brought by BPR but to assess their feeling about the BPR in light of the status of its implementation. Wareda civil service and good governance office heads were contacted for they lead monitoring and evaluation of the implementation of the design in the wareda offices.

3.2.2 Secondary Data Sources

The secondary data sources were BPR main document; BPR project plans, implementation manuals, reports and other relevant documents. Moreover, books, local research like unpublished M.A. thesis and websites were consulted.

3.3. Sample and Sampling Techniques

The Borena zone is administratively divided into 13 Waredas and one town administration. Four Waredas were selected using lottery system sampling technique because BPR implementation began in all woredas at the same time and it is necessary to give equal chance for all the Waredas. And the only existing town administration was taken through purposive sampling technique. The inclusion of the town was decided to be purposive since there is a bit difference between the structure of the town administration and that of Wereda. Availability sampling technique was used take all the processes in the offices.

Different sampling techniques were employed to select the subject of the study. Wareda education office leaders, process owners, case workers were selected through availability sampling. This technique was employed since all workers were taken with out exclusion of a worker in the offices. Civil service and good governance office heads were selected by using purposive sampling technique.

The selected clients are of two types, namely, school communities (teachers, directors and PTA chairmen) and other clients (investors). As a result, one school was selected from each Wareda and the town administration which then add up to 5schools, by using simple random lottery technique. All of the schools are of primary level and have in sum 65 teachers and 5 directors. Then, the five school directors were selected by using the purposive sampling technique and 20 teachers were selected by using simple random lottery system. Again from these schools PTA

chairmen were selected by availability sampling. Other clients were taken by accidental sampling technique and interviewed on the spot when they were getting service and unfortunately all of the clients contacted in this technique were investors 3 of whom are working on kindergarten (KG) and 1 on GK and first cycle primary and the remaining 1 on KG up to grade 8. Table 1 below summarizes this.

Table 1. Respondents, Sample, Sampling Technique, and Data Collection Tools

No	Respondents	Sample	Sampling technique	Data collection tool	
				questionnaire	Interview
1	Wareda education office heads	5	availability	-	5
2	Wareda education office process owners	10	availability	10	-
3	Wareda education office case workers	34	availability	34	-
4	Wareda capacity building head	5	purposive	-	5
5	School directors	5	purposive	5	-
6	Teachers	20	lottery	20	-
7	PTA chairmen	5	availability	-	5
8	Investors	5	accidental	-	5
	TOTAL	89		69	20

3.4. Data Gathering Instruments and Procedures of Data Collection

3.4.1. Instruments of Data Collection

According to Sarantakos (2005) oral and written questions are utilized to gather information in survey method. Hence, questionnaire and interview

were two of the tools used to obtain data in this study. Observation has also been utilized in addition to the above tools.

3.4.1.1. Questionnaire

Different authorities, including W.Best and V.Kahn (1993), note that the questionnaire is advantageous for collecting data from large number of respondents in a short period of time. Hence; it was used to obtain data at office level from case workers and process owners and from teachers and directors at school level. Close and open ended questions/ items assessing existing BPR awareness level, implementation practices, perception of practitioners and clients, implementation challenges and existing evaluation and monitoring effort was prepared.

3.4.1.2. Interview

To obtain deeper information semi structured interview, focused on assessing existing BPR awareness level, implementation practices, perception of practitioners and clients, implementation challenges and existing evaluation and monitoring effort was made with warda office heads, civil service and good governance office heads, PTA chairmen and investors.

3.4.1.3. Observation

Non participatory structured observation was conducted to check observable activities concerning the implementation like presence of proper planning, office layout, team arrangement, implementation guidelines and the like by using check list prepared for this purpose. It was structured as the researcher uses it to check how far implementation indicators put in the document are on the ground.

3.4.2. Procedures of Data Collection

Questionnaire and interview questions were first prepared in English. The questions were interpreted in to language of the region, Afan oromo, to help the participants understand the concept at hand.

Once the pre- field preparation completed, with the letter of request for access to the concerned body of each institution, the formal contact was made. Along with this the formal request for access to relevant document was made and secured on the first visit.

Then the questionnaire was pilot tested at wereda out of the sample where 10 office workers and 6 teachers were involved. Here before conducting the test, the participants were oriented about the objective of the pilot study, how to fill the items, evaluate and give feed back regarding the relevance of the question item. From the responses to the questions it was identified that some items have repeated concept and as a result have been added unnecessarily to the number of the items. There is also ambiguity in items where different answers were given to the same item. Based upon the result of the test, number of the items amended; errors and ambiguities related to language and contents were avoided.

After the necessary improvements made the questionnaire were duplicated and distributed with necessary orientation by the researcher to be filled by respondents. Then interview and observation was made by the same. Schools were contacted through the letter of permission obtained from the offices. The data collection through all the instruments was done by the researcher.

3.5. Data Analysis and Presentation

Quantitative data obtained from the questionnaire was tabulated around the sub topics related to the research questions and descriptive statistics

like arithmetic mean and percentage were used to describe the results. The qualitative data obtained from the documents, semi-structured interview and observation were used for qualitative analysis that complements the quantitative one.

In the analysis, the response obtained through questionnaires from 44 office workers including process owners and case workers was tabulated with one table at a time. The interview responses from CSGGOHs and the education office heads were used here and there to complement the analysis based on the questionnaire from the aforementioned workers. Response through questionnaire from school community (20 teachers and 5 directors) was treated separately in comparison with the office workers (process owners and case workers). The interview response obtained from investors and PTA was analyzed separately under separate topic.

CHAPTER FOUR

4. Data Presentation, Interpretation and Analysis

In the previous chapter discussion has been made on the methodology of approaching the research. This chapter focuses on presentation, interpretation and analysis of data. The section begins with the description of respondents' characteristics and ends with the analysis and interpretation of the assessment of the status of BPR implementation Wareda education offices of Borena Zone.

4.1. Characteristics of the Respondents

In a particular study basic back ground information of the respondents is essential to inform the reader the relevance and capacity of these respondents to give the required information. Hence, the characteristics of the respondents (in terms of sex, education level, work experience and age) are presented as follows. The information given here is that of respondents who filled the questionnaire and this includes office workers (the job performers and the process owners), directors and teachers.

Table 2 Characteristic of the Respondents

No	Variables	characteristics	Office workers		Directors		Teachers	
			f	%	f	%	f	%
1	Sex	Male	37	84.1	5	100	13	65
		Female	7	15.9	-	-	7	35
		Total	44	100	5	100	20	100
2	Age category	20-29	13	29.5	1	20	8	40
		30-39	16	36.3	3	60	12	60
		40-49	10	22.7	1	20	-	-
		50 and above	5	11.4	-	-	-	-
		Total	44	100	5	100	20	100
3	Education level	10+2	1	2.2	-	-	-	-
		Diploma	18	40.8	2	40	9	45
		12+3	5	11.4	-	-	-	-
		BA/BEd/BSc	20	45.5	3	60	11	55
		Total	44	100	5	100	20	100
4	Experience in years	1-5	6	13.6	-	-	2	10
		6-10	9	20.5	1	20	6	30
		11-15	6	13.5	3	60	10	50
		16-20	12	27.3	1	20	2	10
		21-25	3	6.8	-	-	-	-
		26-30	5	11.4	-	-	-	-
		Above 30	3	6.8	-	-	-	-
		Total	44	100	5	100	20	100

f: frequency

The above table depicts that there is a wide gender gap among participants. More than three fourth (84.1%) of the respondents from office are male and the rest few 7(15.9%) are females. The wider gap is also noted in directors and teachers. This reflects the fact that female underrepresented in the sector, which may be a result of historical gender disparity in access to education.

Considering age of the respondents, the table points out that the highest number of the respondents from office, 16(36.3%), falls within age range of

30-39 and this is followed by 13(29.6%) of four age groups that range between 20-29 years. The remaining 15(34.1) are 40 years and above. The inclusion of the wider age range also holds true for directors and teachers though the maximum age of teacher respondents is 39. This age distribution reflects that the study was conducted on the response from workers who are with younger to older ages and whose age related feeling about BPR varies accordingly. Any how, since all participants are above age of 20 years, they have age related maturity to give response for the questions.

The table also shows that above 80% of the respondents are educated to the level of diploma and degree among which the higher portion, 20(45.5), is those who are BA/BSc/BEd holders. And, more than 50% of directors and teachers are first degree holders. So the inclusion of such respondents enabled the researcher to get reliable information on the issue since people of this level can understand question and give relatively matured responses.

Finally, the table indicates that respondents with work experiences that range from as low as only 1 year to over 30 years have been included in the study. This wider range of experience is believed to enable the researcher to collect data on views about current BPR implementation status from various angles of the experiences.

In general, the researcher believes that the above indicated characteristics of the respondents enabled him to obtain reliable data for the research at hand.

4.2. Analysis of the Assessment of the Status of BPR Implementation

The data obtained from the respondents who filled the questionnaire was analyzed by using frequency count, percentage and mean. And the data gathered through interview, document analysis and observation are used for qualitative analysis that complements the quantitative one.

4.2.1. Existing Awareness and Attitude of Workers and Stake Holders

4.2.1.1. Awareness level

Knowledge on how and what as well as why of intended change is important before embarking on implementation. As such, for the proper implementation of BPR, awareness of its basic principles, objective, purposes, strategies, outcome, techniques of dealing with it etc. is essential. However the following table shows certain gap in this regard.

Table 3 Response on the Level of BPR Related Awareness

No	Item	Response	
		f	%
1	Whether training was offered before starting implementation		
	Yes	40	90.9
	No	4	9.1
	Total	44	100
2	Training offered		
2.1	Duration		
	Less than a week	21	52.5
	1-2 weeks	13	32.5
	Above 3 months	6	15
	Total	40	100
2.2	Adequacy		
	Adequate	15	37.5
	In adequate	23	57.5
	I don't know	2	5
	Total	40	100
3	Workers and stake holders knowledge about BPR		
	Deep	12	27.3
	Shallow	22	50
	Vague	10	22.7
	Total	44	100
4	Communication		
	Good	15	34.1
	Fair	19	43.2
	Poor	10	22.7
	Total	44	100

Many researchers including Towers, 1994; Berrington and Oblich, 1995; in Al-Mashari and Zairi (1999) consider training and education to be an important component of successful BPR implementation. As one of the best routs of giving awareness for the practitioners, there is an attempt of creating awareness through training throughout the waredas. Large majority of workers at wareda education office (90.9%) indicated that they had participated in a training prior to starting BPR implementation.

The table reveals that 21(52.5%) respondents have got training on BPR for less than a week. According to 13 (32.5%) and 6(15 %) of the respondents there are workers who got training of 1-2 week and above three months, respectively.

However, it seems that the training was not adequate as 23(57.5 %) of the respondents considered it so. Moreover, interview response of capacity building office heads revealed that some workers did not attend fully the given training because of the overlapping of the untimely works that are sent from the higher hierarchy. Therefore, some of woreda education office workers were made to focus on those works than fully being devoted to the training. Also in some places there was understanding gap of the trainers to transmit refined know how of the design.

Another issue raised in the interview is staff turnover. In this case those who got training leave to other places and new workers who didn't get the training come to the office. Hence, since there is no regular training, these new comers have remained untrained of BPR related issue.

Majority of the respondents (72.5%) of the participants responded that the knowledge of workers and stake holders is either shallow or vague. This implies that BPR is being implemented by practitioners that do not have enough knowledge on the new design and its procedures.

In addition to trainings, communication is one of the necessary conditions for success of BPR implementation. It is needed throughout the change process at all levels for all audiences (Carr and Johansson (1995) in Messay (2010). But only 15(34.1%) appreciated that there is good communication and majority of the workers 29(65.9) are not satisfied with the existing BPR related communication level. Hence, majority of the woreda education office have poor communication system. According to Al-Mashari and Zairi (1999), effective communication between stakeholders

inside and outside the organization is necessary to market a BPR program and to ensure patience and understanding of the structural and cultural changes needed as well as the organization's competitive situation. Thus, organizations exercising poor communication net work can end up with the negative occurrence of these results. Hence, it is possible to conclude that wareda education offices of the Borena zone have gap in understanding of the structural and cultural changes at hand and as a result lack patience to play the role expected from them. This agrees with the finding of Abate (2006) and Nemie (2009) that communication gap on the benefit of the reengineering has retarded the success of BPR effort.

Therefore, from the data and the subsequent discussion the inadequacy of training offered, staff turnover and communication must have resulted in the inadequacy of knowledge in BPR and lack of uniformity in awareness of BPR as result of inadequate training and workers turn over. In concurrence to this, Habtamu (2010) found that there was inadequacy in pertinent training on BPR, lack of skill and competency in human resource to run the design.

4.2.1.2 Wareda Education Office Workers' Knowledge of Purposes Initiated BPR

This section was taken to check how far the respondents agree with the purpose listed and thereby to dig out their perception about the design.

Table 4 Perception of the Respondents on Purpose of BPR Initiation

No	Purpose	Very high		high		medium		low		Very low		mean
		f	%	f	%	f	%	f	%	f	%	
1	Customers needs and expectations of better service	23	52.2	13	29.6	4	9.1	4	9.1	-	-	4
2	Dramatic improvement of the type, cost quality and timeliness of its service	13	23.6	19	43.1	8	18.2	4	9.1	-	-	3.8
3	Eliminating unnecessary work levels	20	45.5	10	22.7	5	11.4	5	11.4	1	2.3	3.8
4	Consolidating fragmented functions	18	40.9	13	29.6	6	13.6	7	15.9	-	-	3.6
5	Wide spread pressure for governmental reform	16	36.3	7	15.9	12	27.3	5	11.4	4	9.1	3.5
6	External stakeholders (the government, funding agency etc) need and pressure	9	20.4	18	40.9	5	11.4	5	11.4	7	15.9	3.4

f: frequency

The table reveals that customers need and expectation of better service has been ranked higher by 23(52.2%) of the respondents and only 8(18.2%) ranked medium and low and none of the workers denied it as purpose provoked BPR initiation. Therefore, workers perceive BPR plays a substantial role in satisfying customers' needs and expectations of better service.

The second item attracted 32(66.7%) of the workers to be rated higher and high priority therefore, dramatic improvement of the type cost quality and timeliness was also been perceived as deriving force of the design.

Eliminating unnecessary work level has been rated high and higher by 20(45.5%) and 10(22.7%) workers respectively. But workers amounting less than one fourth ranked it medium to very low the dominant portion of the worker perceive BPR as a means to eliminate unnecessary work level.

The fourth item was ranked higher and high by 31(70.5%) and only 6(13.3%) and 7(15.9%) rated it medium and low priority, respectively. Therefore, feeling of the majority witness that consolidating fragmented function is one of the deriving purposes of initiating BPR in an

organization. Hence, workers perceive that BPR consolidates fragmented function.

The fifth item rated higher by 16(36.3%) and high by 7(15.9%) of the respondents. There fore, the wider spread pressure for governmental reform also perceived by the majority of the workers as an initiator of the design.

The same table depicts that more than average of the workers 27(61.3%) agreed that the second item of the table 3 weighs high and higher rank respectively. So there is external stake holders need and pressure to adopt BPR.

From the data we can see that the respondents have perception of BPR as to it is initiated in response to customer needs and expectation of better service, eliminating unnecessary work level, consolidating fragmented function, wide spread pressure for governmental reform, dramatic improvement of the type, cost, quality and timeliness of its service and the external stake holders need and pressure. This shows that the workers have good perception concerning BPR from view point of its purpose of initiation

4.2.1.3. Attitude of Wareda Education Office Workers and Directors Teachers towards BPR

Under this subtitle, attitude of office workers towards the design along with that of the directors and teachers has been analyzed. The directors and teachers' BPR related training background was assessed and it has been come across that 22(88 %) of them took the training for less than a week and the rest took it for two weeks. The following table summarizes the attitude of both categories of the workers (office and school) towards business process reengineering.

Table 5 Wareda Education office Workers, Directors and Teachers' Attitude Towards BPR

No	Opinion	Office Workers opinion											Directors and Teachers opinion										
		5		4		3		2		1		mean	5		4		3		2		1		mean
		f	%	f	%	f	%	f	%	f	%		f	%	f	%	f	%	f	%	f	%	
1	Customers and stake holders are satisfied with the previous performance of the organization. No need to fix for unbroken	8	18.2	11	25	7	15.9	6	13.7	12	27.3	2.9	5	20	4	16	1	4	4	16	11	44	2.5
2	BPR is a hidden agenda of downsizing I am threatened and uncertain of lay-offs	5	11.4	5	11.4	6	13.6	3	6.8	25	56.8	2.1	3	12	2	8	1	4	4	16	15	60	1.7
3	Such a radical change is dangerous and in human. It has more harm than good	5	11.4	-	-	9	20.5	7	15.9	23	52.2	2.0	2	8	2	8	4	16	4	16	13	52	2.1
4	BPR is unworkable in our context	-	-	5	11.4	5	11.4	6	13.6	28	63.6	1.3	3	12	-	-	2	8	3	12	17	68	1.8
5	BPR is unfair because it does not take experience and contributions to the organization and to our country in consideration	2	4.6	5	11.4	8	18.1	6	13.6	23	52.3	2.0	2	8	2	8	1	4	7	28	13	52	1.9
6	Despite minor achievements, the effort is not moving as intended. It will not succeed	4	9.1	4	9.1	5	11.4	5	11.4	26	59	1.8	2	8	3	12	1	4	4	16	15	60	1.9
7	BPR has remarkable benefit to me personally and to my organization as a whole	20	45.4	10	27.7	4	9.1	5	11.4	5	11.4	3.8	16	64	4	16	3	12	2	8	-	-	3.9
8	BPR is initiated at the appropriate time in our organization	17	38.6	9	20.5	7	15.9	4	9.1	7	15.9	3.5	7	28	8	32	4	16	-	-	6	24	3.5
9	The BPR effort on its right track despite some challenges it will succeed.	28	63.6	6	13.6	4	9.1	2	4.6	4	9.1	4.1	15	60	5	20	2	8	2	8	1	4	4.2

(5= I strongly agree, 4= I agree 3= Not Determined 2= I disagree 1= I strongly disagree)

Mean<3low,mean=3medium,mean>3high

From the above table it is noted that both education officials(mean2.9) and directors and teachers(mean2.5) perceived that the previous performance of the organization was poor to satisfy the customers and stake holders need and as a result the adoption of BPR should not be taken as 'fixing unbroken'. Therefore they believe that there was visible gap that has to be filled in another better means so that bringing BPR to this was not in vein.

They also disagree that BPR is hidden agenda of downsizing that threatens and makes them uncertain of layoffs. This shows the strength of their determination to accept the change even if it might bring some layoffs by default. For this reason they do not accept that it is dangerous and in human in its nature that brings harm than good.

They believe that BPR is workable in our context. Consequently, they accept that despite some challenges it will succeed though they do not deny the painful course of implementation of BPR. So in spite of its painfulness and being resisted by some individuals, BPR can be implemented as it is the contemporary option to render the quality, type and timely service for the customers.

Moreover, both groups disagree with the idea that BPR is unfair for its ignorance of experience and contributions. This implies that they have perceived that BPR is fundamental rethinking, radical redesigning where the former experience and the contribution are not necessarily entertained.

Both category of the worker witnessed that BPR has remarkable benefit both for them and their organization as a whole. This intern indicates the introduction of the design has brought betterment in their life than done for them through the former one. Existence of better benefit has made workers and teachers to perceive BPR positively.

They also witness that BPR was introduced at a time it was important to tackle the problem of past trend of service. This implies that both workers and teachers have sensed the pain of the status quo ahead of the introduction of the design.

In response to open ended questions both groups of the workers pointed out that education offices attempted to materialize it. But its realization hasn't reached the level it is expected to be. There is also inconsistency in serving clients as the new design dictates.

4.2.1.4. Attitude of Parents and Investors

School PTA (on behalf of parents) and investors were interviewed. In response to this they appreciated the good start of the design and pointed out that there is gap in giving quality service on time. There is the time workers keep their affaire till the leaders come. This implies that there is the expectation of clients to be served by the offices only in new approach of the service delivery. So the clients have perceived that BPR can bring dramatic improvement of type, cost, quality and timeliness of service delivery.

In short despite the inadequacy of the training and existence of poor communication net work, both education office workers and stake holders have good perception of BPR in that all of them accept the reasons for which it is adopted and have developed positive attitude towards the design.

4.2.2. Assessment of BPR Implementation Practice

Business process reengineering requires a participatory plan; well organized team with proper office lay out, various guidelines that govern proper implementation of the design. In line with this the following tables 6-9 shows the practice in implementation in the Waredas under study.

Table 6 Planning BPR Implementation

No	Item	Rating	
		No	%
1	Does your office prepare implementation plan?		
	Always	24	54.6
	Some times	14	31.8
	No	6	13.6
	Total	44	100
2	Participation in planning		
	All of the workers involve only to plan specific work they are assigned on	22	50
	All of the workers `equally participate in planning the office works	13	29.5
	Some of the workers do not involve in planning	9	20.4
	total	44	100
3	To what extent plans address the needs of stake holders?		
	Properly	25	56.8
	Partially	19	43.2
	poorly	-	-
	total	44	100
4	Is there documentation of every plan?		
	Yes, continuously	29	65.9
	Yes, but inconsistent	15	34.1
	No documentation	-	-
	Total	44	100

Table 6 shows that fifty five percent of the workers confirmed that the offices always prepare the BPR plan. Thirty one percent of them replied that sometimes office prepares the implementation plan while only 6(13.5%) responded that the office do not prepare the plan. As it is witnessed by the majority of the respondents, most hand of the Wareda education offices prepare implementation plan and some of them prepare inconsistently. The interview response of the wareda civil service and good governance office leaders supports that the plans are prepared.

When it comes to participation in the planning process, 22(50%) of the respondents agreed that office workers participation is limited to only planning of specific work they are assigned on. Only 13(29.5%) responded that all of the workers equally participate in planning the office works. So

from the majority point of view there is yet the devotion of workers to plan specific work they are assigned on. This shows that workers have only the knowledge of specific work and there is weak involvement of all in sharing the works of one another. This may limit them to give service only in area of their knowledge and lack competence to serve customers in need of other activities of the office. Hence, it is inevitable to them to direct the clients to wait for the right person who is able to give them the kind of the service they need. This intern makes the office to lag behind in giving timely service intended to be given due attention in BPR.

The table also shows that majority of the workers responded that the plan addresses properly the needs of the stake holders and the remaining 19(43.2%) answered that the plan partially addresses the needs. Hence most of the plans prepared by the woredas are prepared on the basis of the stake holders need. This implies that there is the intention to give the service addressing the satisfaction of the stakeholders. So this can meet one of the major missions for which BPR is adopted

The greater percentage of the respondents, 29(65.9%), replied that the prepared plans are regularly documented, and the remaining respondents 15(34.1%) replied that the documentation is not consistent.

There also seem concern with regard to team arrangement and office layout. The following table and subsequent discussion deals with this.

Table 7 Work Design

No	Item	Rating	
		No	%
1	Does the team arrangement fit the working order of the new design?		
	Fits well	21	47.7
	Moderately	14	31.8
	Does not fit	9	20.5
	Total	44	100
2	Does the office lay out fit the design?		
	Yes	32	72.7
	No	12	27.3
	Total	44	100

The above table depicts that 21(45.7%) of the respondents agreed that the arrangement of the teams fits well the working order of the new design. Thirty one percent of them replied that it fits moderately and remaining said that it does not fit. Of course it has been observed by the researcher that some of the team arrangement has been made around the core process. In these offices, in the rooms where teachers' development process arranged, there are also groups of other processes having close attachments with this process. In area where the construction of the rooms lacks convenience, only members of the single process have been grouped together. As to the team arrangement it is possible to say that its arrangement fits the new design though it needs further improvement.

As it has been responded 'yes' by 32(72.7%) and 'no' by 12(27.3%) respondents it seems that office layout fits the new design. But through observation it has been approved that only one of the 5 wareda offices fits well the new design. This office actually gives 'one stop shop' service since all the process arranged in the same room. In other waredas rooms are much in number but relatively narrower. So except few, most of the waredas have been forced to arrange each of the process to separate room. The leader also made to be in separate room. So this forces the client to move from room to

room in need of service. The office layout, therefore, fits moderately the new design. Regarding this Habtamu (2010) too found that there is such an existence of in convenient office lay out to run the design as dictated by implementation principle. This there fore, leads to poor realization of *one stop shopping* principle.

In addition to implementation plan and appropriate work design, it is mandatory to have guide lines leading the practitioners in dealing with the intended change. The feature of existing guidelines in wareda education offices of Borena zone can be analyzed as follows.

Table 8 Condition in which Guidelines to Govern New Design is Existing

No	Item	Rating	
		No	%
1	Are there clear and consistent guidelines regarding the implementation?		
	Yes ,satisfactorily	17	38.6
	Yes moderately	21	47.7
	No	6	13.6
	Total	44	100
2	Do the guidelines made available to the implementers at the right time?		
	Yes	26	59.1
	No	18	40.9
	Total	44	100

For the successful implementation of BPR the presence of clear, consistent and timely delivery of guidelines is one of the important factors. Table 8 shows that 38(86.3%) of respondents indicate the existence of guidelines that govern implementation of BPR ;however, though they agree on their existence 47.7% of respondents feel that the guidelines are not as clear and consistent as desired. Interview made with office heads revealed positive response that

the guidelines are readily available. But they didn't hide the fact that its consistency in its content is questionable. This is also the fact ascertained through observation. Some of the contents of the former guidelines (for instance, the structure of man power) have been modified but the former guidelines are also being used. According to some wareda office heads, new guidelines developed to implement BPR are not yet approved by civil service bureau. So until this is obtained they make use of the former one. This affects consistency in implementing BPR. They are changed from time to time. This is also an idea of some WCSGGOHs and the problem found by Nemie(2009)

The same table also shows that, the guidelines are made available to the implementers at the right time 26(59.1%). Hence though they are moderately clear and inconsistent in their contents guidelines regarding the implementation are made available on time to the implementers at the right time. This has been also ascertained through interview.

Beside the aforementioned ingredients, leader is a senior executive who authorizes and motivates the over all reengineering effort. Therefore he/she is a primary, key ingredient for reengineering to happen. As such the commitment of the leaders of the woredas under study to play the role expected from them is examined as follows.

Table 9 Leadership Commitment

No	Item	Rating	
		No	%
1	Leaders' commitment		
1.1	They force workers when they are forced by higher officials	13	29.6
1.2	They lead workers with good initiation in the implementation	15	34.1
1.3	They give priority to only urgent works given from the higher hierarchy	10	22.7
1.4	They are reluctant to lead the implementation	6	13.6
	Total	44	100

As it is seen from the table, 15(34.1%) of the workers responded that the office heads lead workers with good initiation in the implementation. But 13(29.5%) replied that they force workers when they are forced by higher officials. As 10(22.7%) of the respondents said and capacity building office commented, the leaders give priority for only urgent works given from the higher hierarchy. According to the WCSGGOHs, the office heads are called for different meeting, are sent to field work by higher officials, they are forced to work some urgent works. Since they give priority to respond to these issues, it is hardly possible for them to lead the implementation in settled mind. Actually there is delegation of the subordinates but unless the leader is committed they consider it as something ordinary. Therefore the office heads are poorly committed to lead the implementation at hand. This implies that BPR implementation is going on with poor commitment of the leaders

4.2.3. Monitoring and Evaluation Mechanism

Monitoring and evaluation is one of the most critical elements in implementing BPR in that it helps to check whether activities are being implemented as planned or not. As a result the state of practicing monitoring and evaluation in the organizations under study is presented as follows.

Table 10 Monitoring and Evaluation

No	Item	5		4		3		2		1		Mean
		f	%	f	%	f	%	f	%	f	%	
1	Offices have established monitoring and evaluation system	15	34.5	18	40.9	7	15.9	4	9.1	-	-	4
2	Monitoring and evaluation done as per it is scheduled	7	15.9	7	15.9	8	18.2	17	38.6	5	11.5	2.4
3	Results from monitoring and evaluation are reported	16	36.4	9	20.4	8	18.2	9	20.4	4	9.1	3.9
4	There is established Performance measurement system	4	9.1	9	20.4	9	20.4	9	20.4	3	29.5	2.1
5	customers' satisfaction is measured regularly	11	25	8	18.2	10	22.7	5	11.4	7	15.9	3.4

(5= I strongly agree, 4= I agree 3= Not Determined 2= I disagree 1= I strongly disagree)

As indicated in the table 10 item no 1, majority (75.4%) of respondents agreed that offices have established monitoring and evaluation system. Only 4(9.1) expressed their disagreement towards its existence. This shows that monitoring and evaluation of the implementation has been established. The interview with office heads of both education offices and that of the civil service and good governance office indicated that offices have established schedule to conduct monitoring weekly and evaluation monthly. Even some established the system to conduct evaluation once in two weeks. But the

interviewees did not hide the fact that it is not done specifically to weigh the level of the implementation rather it is the overall evaluation of office activities.

Nevertheless, as being rated poor by 38.6% of respondents and the mean (2.4) indicates, monitoring and evaluation does not go as per it is scheduled. Again, the response obtained through the interview reveals that it is conducted inconsistently. The explanation from the interview depicts that the leaders and the implementation teams are most of the time occupied by the other works like attending local, zonal and regional meetings, going out for field works and dealing with works out of the schedule. As a result, most of the time the schedule set is skipped.

Some, 25(56.8%), of respondents expressed their agreement that monitoring and evaluation results are reported. Moreover, the mean score for the item was found to be 3.9, showing strong agreement to its being reported.

As table shows, almost half of the respondents rated the fourth item 'disagree' and 'strongly disagree' and 13(29.5%) rated 'agree' and 'strongly agree'. Whereas the rest 9(20.4%) selected 'undecided'. Accordingly, majority of the respondents agreed that performance measurement had not been established and this is also supported by the perspective mean of 2.1. Moreover, majority of WCSGGOHs said that performance measurement connected with BPR is conducted by using balanced score card (BSC) but the utilization of BSC is at its pilot study stage throughout the country. So there is no BPR performance measurement established in the woredas under study.

The last item was rated agree and strongly agree by 19(43.2%) of the respondents with mean of 3.4. Hence, there is a case where customers' satisfaction is assessed. But the interview response of woreda capacity building office heads reveals that the analysis of customer satisfaction is done seldom.

In connection with monitoring and evaluation reinforcement is important to move the change at hand through reward or sanction. The presence of this is analyzed based on the following table.

Table 11 Reward and sanction

No	Item	5		4		3		2		1		Mean
		f	%	f	%	f	%	f	%	f	%	
1	Reward system established	-	-	8	18.2	8	18.2	7	15.9	21	47.7	2.1
2	Reward is going on as per the system	-	-	7	15.9	9	20.4	11	25	17	38.6	1.8
3	Punishment system established	8	18.2	4	9.1	5	11.4	6	13.6	21	47.7	2.4
4	Punishment is going on as per the system	8	18.2	5	11.4	6	13.6	5	11.4	20	45.5	2.5

The mean of items listed in the table 12 above is bellow 3.0. Hence, no punishment and reward system is designed. As a result no orderly punishment and reward practiced by the offices. This might be due to absence of appropriate performance measurement system.

In sum, there is an attempt of monitoring and evaluation that focuses on the over all activities and other reform programs than specifically addressing BPR. But it is not conducted as per it is scheduled. The system is not sufficient to properly manage improvements. For instance it lacks reward and punishment; there is seldom assessment of customer satisfaction. Therefore there is no strong monitoring and evaluation system meant to follow up the progress of the BPR implementation.

4.2.4. Challenge to Implementing BPR

Despite its promise for radical change process reengineering is not a failure proof technique (Messay G. 2010). Challenges of BPR are factors that are related to BPR process of the organization that lessens the effectiveness of its implementation. They may be related to every aspects of the organization and any phase of the BPR projects. Respondents were asked to rate the level of seriousness of possible challenge areas identified from the literature and the result is summarized as follows.

Table 12 Respondents Rating On the Challenges to Implementation of BPR

No	Challenges	5		4		3		2		1		mean
		f	%	f	%	f	%	f	%	f	%	
1	Lack of motivation and reward	16	36.4	9	20.4	8	18.2	4	9.1	7	15.99	3.5
2	Lack of adequate planning to manage change	10	22.7	10	22.7	12	27.3	5	11.4	7	15.9	3.3
3	Poor commitment of the leadership	11	25	12	27.3	5	11.4	7	15.9	9	20.4	3.2
4	Poor communication net work	4	9.1	17	38.6	13	29.5	5	11.4	5	11.4	3.2
5	Problems related to creating culture of change	9	20.4	13	29.6	11	25	5	11.4	6	13.6	3.1
6	In adequate training and education	7	15.9	16	36.4	10	22.7	5	11.4	6	13.6	3.1

(5= extremely serious, 4 =very serious, 3 =some what serious 2 =observed but not serious and 1 =not observed)

Six challenge areas as poor communication, lack of motivation and reward, in adequate training and education, poor commitment of the leadership and problem related to creating culture of change were identified and respondents asked to rate their level of seriousness. Although they are different in degree

CHAPTER FIVE

5. Summery, Conclusion and Recommendation

The chapter presents: the summery on the major findings of the study, the conclusion drawn based up on the major findings and suggested recommendation.

5.1. Summery

BPR is the current better way of service delivering mechanism where customers satisfaction in terms of type, cost, quality and time is given major concern. To render a service of this kind the government of Ethiopia started to introduce business process Reengineering in some federal institution in 2004 and this was latter expanded to all federal and state level offices and accordingly the Oromia Education Bureau embarked on BPR in December 2007.

The aim of this study is to assess the status of BPR implementation in the wareda education offices of Borena Zone through answering the following basic questions.

1. What does the existing BPR related awareness and attitude of education office workers and stakeholders towards BPR?
2. How is BPR being implemented in wareda education offices of Borena Zone
3. How far proper monitoring and evaluation mechanism for proper implementation is going on?
4. What are the challenges to implementing BPR in the Wareda?

The study employed both primary and secondary data sources where wareda education office workers, directors, teachers and other stake holders were included in filling questionnaire and /or answering interview questions. A total of 49 wareda education office workers, 5 wareda civil service and good governance office heads, 5 directors 20 teachers 5 PTA members and 5

investors participated in the study. BPR documents found at zone wareda and schools were also consulted. Then the major findings of the study are summarized as follows.

5.1.1. Awareness and Attitude Education office Workers and Stakeholders on BPR

Based upon table 3 the following has been put.

- The majority of the workers (21(52.5%)) took training for less than a week, which was felt inadequate by 23(57.5%) of the respondents and WCSGGOHs. Moreover, the interview response revealed that there is the staff turning over that added discrepancy of the BPR awareness. As a result, the knowledge of workers and stake holders is superficial.
- It has been come across that majority of the woreda education office have poor communication system as witnessed by 29(65.8) of the respondents.

Therefore, from the data through questionnaires and interview and the subsequent discussion, there is inadequacy of knowledge about BPR and lack of uniformity in awareness of the design as result of inadequate training, poor communication and staff turns over.

Based on tables 4 and 5 the following summery has been put. Woreda education offices of Borena Zone workers have knowledge concerning purpose of BPR initiation that it is initiated in response to customer needs and expectation of better service (mean4), dramatic improvement of the type, cost, quality and timeliness of its service (mean3.8), eliminating unnecessary work level (mean 3.8), consolidating fragmented function (mean3.6), wide spread pressure for governmental reform (mean3.5) and the external stake holders need and pressure (mean 3.4). Moreover, as it has been ascertained through interview response of the leaders and WCSGGOHs and questionnaires response, workers do not agree with the idea that customers and stake holders are satisfied with the current performance of the organization and no

need to fix for unbroken(mean 2.9). Again they believe that BPR shouldn't be blamed of adding work load (mean 2.4). They also witness that BPR is not a hidden agenda of downsizing that threatens workers for the uncertainty of lay-offs (mean 2.1), and that it brings radical change which is not dangerous and harm some one (mean 2.0). They accept that BPR is necessary and can work in our context (mean 1.3). They also agree within the idea that it is not necessarily unfair for not taking experience and contribution made by a worker to different levels into consideration (mean 2.0). Finally, they ascertain that BPR renders remarkable benefit to them personally and their organization (mean 3.8), that it was initiated at the appropriate time in their organization (mean 3.5), and showed confidence that despite some challenges the effort of BPR will succeed (mean 4.1).

The stakeholders also share the opinion of the workers and have perceived that BPR can bring dramatic improvement of type, cost, quality and timeliness of service delivery.

In sum, both education office workers and stakeholders have good perception of BPR in that all of them accept the reasons for which it is adopted and have developed positive attitude towards the design.

5.1.2. BPR Implementation Practices

Majority of the wareda education offices always prepare implementation plan (24(54.6%) addressing the customers need 25(56.8%) and document it consistently (29(65.9%). However, workers participate to plan only specific works they are assigned on (22(50%). It has been observed that office lay out fits moderately the new design and team arrangement fits the new design with the little need of improvement. There are moderately clear and consistent guidelines regarding the implementation (21(47.7%). Though they are friendly to be understood by the practitioners, their content is inconsistent (26(59.1%) since it is altered from time to time. Leaders are not committed to lead

attentively BPR implementation in the waredas (23(52.2%) and interview response of wareda CSGGOHs) for they give priority for urgent works given from the higher hierarchy. Hence, offices are capable to prepare and document smart plan but the practice of implementation is low. Observation result show that physical implementation (which is termed its 'hard ware') of BPR is good in almost all of the offices. But as some practices indicate and as revealed by wareda capacity building heads, only the hard ware of the implementation that is smartly seen and there is weakness in 'software' aspect of implementation. So BPR is going on with these limitations in Wareda education offices of Borena Zone.

5.1.3. Monitoring and Evaluation Mechanism

As table 11 and 12 reveals, there is an attempt of monitoring and evaluation that focuses on the overall activities and other reform programs than specifically addressing BPR (33(75.4%) and interview response of woreda education leaders and CSGGOHs). But it is not conducted as per it is scheduled (22(50.1%). The system is not sufficient to properly manage improvements. For instance it lacks reward and punishment (perspective mean 2.1); there is seldom assessment of customer satisfaction (interview response form CSGGOHs).

5.1.4. Challenge to Implementing BPR and Attempted Remedies

As each of mean of the items listed in table 13 is greater than 3, Borena zone education office BPR implementation attempt has been challenged by lack of motivation and reward, in adequate training and education, poor commitment of the leadership and problem related to creating culture of change

There is seldom attempt of utilization of creating a shared vision, working in the new way only, creating sense of urgency, and provision of training and proper allocation of resources as a means to tackle these challenges but still the problems are existing being bottleneck for the implementation (*table 13*)

5.2. Conclusion

This study was conducted to assess the status of BPR implementation in the woreda education offices of Borena Zone by examining the existing BPR related awareness level, perception of education office workers and stake holders towards Business Process Reengineering, BPR implementation practices, existing implementation monitoring and evaluation mechanism and the challenges impeding the implementation of BPR in the woreda. Therefore, based on the result of the study the following conclusions could be drawn.

There is inadequacy of knowledge and lack of uniformity in awareness pertaining to BPR among the practitioners. This results mainly from inadequate training; poor communication and staff turnover. This implies that BPR is being implemented by performers that have gaps in understanding on what it is meant for. This variability in awareness impedes mutual understanding on a particular issue. Poor mutual understanding in turn may imply that there is weak team spirit. As BPR demands team work, members with different level of awareness may not create strong team spirit. Therefore, it is difficult to expect higher level implementation of BPR in woreda education offices of Borena Zone where team spirit is not strong.

However, even, with this inadequate training and poor communication, both education office workers and stakeholders have good perception of BPR in that all of them accept the reasons for which it is adopted. They still believe that if properly implemented BPR can bring about better service delivery.

On the other hand, though there is good perception on BPR and hence, offices are capable to prepare and document smart plan, the practice of implementation is low. Observation result show that physical implementation (which is termed its 'hard ware') of BPR is good in almost all of the offices. But as some practices indicates and as revealed by woreda capacity building heads, it is only the hard ware of the implementation that is smartly seen and

there is weakness in 'software' aspect of the implementation. Even guidelines that govern proper implementation of BPR are revised now and then and are not communicated with performers. This obviously lessens the confidence of the practitioners on the smooth move of the design and hampers their trustful commitment and might suppress the pace of the realization of BPR implementation. This indicates that there is lesser attempt of putting the theory into practice which intern points out that it demands to work much on minds of the practitioners.

Furthermore, BPR in the offices implementation is manifested through existing weak monitoring and evaluation mechanism meant to follow up the progress of the design which is characterized by its irregularity, focusing on general activity than specifically on the implementation of the design and as a result remained irresponsive.

Finally, implementation of BPR in the Woreda education offices of Borena Zone has been challenged by lack of motivation and reward, inadequate training and education, poor commitment of the leadership and problem related to creating culture of change

The aforementioned bottlenecks hampered the pace of the institutionalization of the design in the woredas under study. Hence, despite positive attitude towards BPR, it is possible to conclude that the implementation status of BPR in woreda education offices of Borena Zone is low.

5.3. Recommendation

- The study shows that there is no uniform awareness level pertaining to BPR among the practitioners. This has contributed to the presence of weak team spirit. To alleviate this, it is worth recommending that availing a system of offering regular research based training by WEO in collaboration with OEB is important. Here these concerned bodies are advised to make regular investigation by them selves and/or pertinent researchers to detect the gaps of the implementation and based on that prepare training that fills these gaps. This paves way for the introduction of new innovation and gives opportunity to equip the new employees as well as the existing workers with the concept of technical application, merit and etc of the design.
- Besides, open, honest, and clear communication network need to be stretched frequently in both directions between those in charge of the change initiatives and those affected by them. To do this, wereda office leaders and job performers should use formally scheduled program once in a week for the face to face communication mechanisms through informal groups in the offices. More over, the communication should be frequent in both directions be open honest and clear at all levels and for all audiences in the education offices.
- The finding revealed that there is no strong monitoring and evaluation system. Yet continuous follow up and on time evaluation are necessary to dig out potential setbacks and seek pertinent solution there of as early as possible. Therefore, rather than merely setting the system, due attention has to be given for running the system regularly by education office leaders and Wareda CSGGO. Again if reliable performance measurement system centering principle of the implementation is set, workers can get the right direction to follow and act in away the principle dictates. This could possibly be achieved if BSC is made to be implemented. This intern helps to weigh individual's performance

which points out the kind of reinforcement (either reward or sanction) given.

- The study disclosed that in woreda education offices of Borena zone there is poor commitment of leaders to lead attentively the implementation of the design. Their commitment can be improved if leaders are evaluated by Wareda administration and other concerned body based on their level of performance attached with implementing BPR.
- Finally, it is recommendable that further studies be conducted so as to uncover further problems and come up with possible solutions with regard to the implementation.

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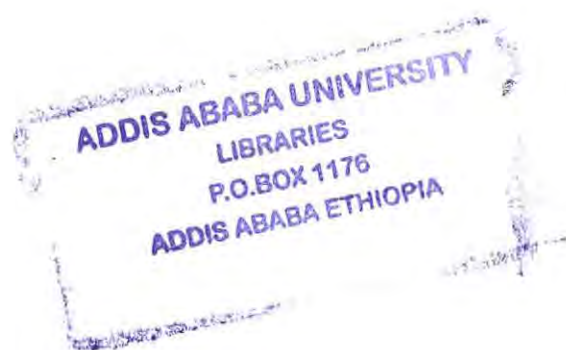
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Appendix I
Addis Ababa University
School of Graduate Studies
Department of Educational Planning and Management
Questionnaire to be filled by case Workers

BPR, as a tool of civil service reform program is being underway in different Federal and regional public service institutions. This questionnaire is designed to gather information on the status and practice of organization undertaking BPR. The information gathered from the field and document review will have a paramount importance to draw lessons from the exercise.

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

NB:

- No need to write your name
- Please mark your response with 'X' mark
- For those questions requiring your opinion, use the space provided

Thank you in advance for you cooperation!

Section one: Personal information

1.1 Name of your organization: _____

Your post in the organization _____

1.2 Sex: Male _____ Female _____

Age: Bellow 20 ___ 20-29 ___ 30-39 ___ 40-49 ___ 50-59 ___ 60 and above

1.3 Educational level:

Grade 12 or bellow ___ certificate holder ___ 10+1 ___ 10+2 ___ 12+3 ___

Dipiloma ___ BA/B.SC/BEd ___ M.A/Msc/MED ___ PhD ___ other ___

Your field of specialization _____

1.4 Work experience in years

In this organization _____ in other organization _____ total _____ years

Section two: Existing awareness level

The following questions are set to weigh BPR related awareness level of the workers

Please select the item exactly meets the level of awareness you feel.

1. Have you taken BPR related training?

2. If your answer is yes, for how long you took it?

Less than a week _____ 1-2 week _____ 3-4 weeks _____ 1-3 months _____

More than 3 months _____ No training attended _____

3. How do you weigh its adequacy?

Adequate in adequate I don't know

4. How do you judge the workers and the stakeholders' knowledge about BPR?

Deep Shallow Vague

Section three: the existing perception about BPR

3.1 Which one of the following, in your opinion, is the purpose why BPR is initiated in your organization? Please rank them in accordance of priority.

No	Purpose	Rank				
		5	4	3	2	1
1	Customers needs and expectations of better service					
2	Dramatic improvement of the type, cost quality and timeliness of its service					
3	Eliminating unnecessary work levels					
4	Consolidating fragmented functions					
5	Wide spread pressure for governmental reform					
6	External stakeholders (the government, funding agency etc) need and pressure					

3.2 Which of the following best describes your opinion about BPR? Please

level according to 5= I strongly agree, 4= I agree 3= Not determined 2= I disagree 1= I strongly disagree

No	opinion	Rating scale				
		5	4	3	2	1
1	Customers and stake holders are satisfied with the previous performance of the organization No need to fix for unbroken					
2	BPR is a hidden agenda of downsizing I am threatened and uncertain of lay-offs					
3	Such a radical change is dangerous and in human. It has more harm than good					
4	BPR is unworkable in our context					
5	BPR is unfair because it does not take experience and contributions to the organization and to our country in consideration					
6	Despite minor achievements, the effort is not moving as intended. It will not succeed					
7	BPR has remarkable benefit to me personally and to my organization as a whole					
8	BPR is initiated at the appropriate time in our organization					
9	The BPR effort on its right track despite some challenges it will succeed.					

Some of other opinions of your self on BP, if any _____

Section four: Practices of BPR implementation

4.1. The following questions are about some activities of BPR implementation. Answer them by choosing the alternative you think that it fits the practice of your office and indicate it by writing 'X' in the space provided.

1. Does your office prepare implementation

Yes

No

2. How far team leaders and workers involve in the planning for implementation?

- All of the workers involve only to plan specific work they are assigned on
- All of the workers equal participate in planning
- Some of the workers do not involve in planning

3. To what extent plans address the needs of the stake holders

- Properly
- Partially
- Poorly

4. Is there documentation of every plan?

- Yes, continuously
- Yes, but in consistent
- No documentation

5. Does the arrangement of teams fit the working order of the new design?

- Fits well
- moderately
- does not fit

6. Is the office layout fits the new design?

- Yes
- No

7. Are there clear and consistent guidelines regarding implementation?

- satisfactorily
- moderately
- extremely

8. Do the guideline made available to implementers at right time

- Yes
- No

9. How do you weigh the commitment of the top leaders?

- They force workers when they are forced by higher officials
- They lead workers with good initiation in the implementation
- They give priority to only urgent works given from the higher hierarchy
- They are reluctant to lead the implementation

Section five: monitoring and evaluation of BPR implementation

5.1 Monitoring and evaluation are useful in BPR implementation to make appropriate adjustment in the process. Please rate the following activities of monitoring and evaluation according to your observation 5= strongly agree 4= agree 3= undecided, 2= disagree 1= strongly disagree

No	Item	Rating				
		5	4	3	2	1
1	Offices have established monitoring and evaluation system					
2	Monitoring and evaluation done as per it is scheduled					
3	Results from monitoring and evaluation are reported					
4	There is established Performance measurement system					
5	Customers' satisfaction is measured regularly					

5.2. In connection with monitoring and evaluation reinforcement is important to move the change at hand through reward or sanction. Please rate the presence of this along each item.

No	Item	Rating				
		5	4	3	2	1
1	Reward system established					
2	Reward is going on as per the system					
3	Punishment system established					
4	Punishment is going on as per the system					

Section six: challenges of BPR implementation

6.1 Reengineering despite its promise for radical change it is not failure proof technique. There are a lot of challenges or problems which contribute to the failure of BPR project. The following table contains some of the major challenges or problems that organizations face in their reengineering endeavor. According to your observation in your office to what extent they are serious? Please rate them as: 5= extremely serious 4= very serious, 3= some what serious 2= observed but not serious and 1= not observed.

No	challenges	5	4	3	2	1
1	Lack of motivation and reward					
2	Lack of adequate planning to manage change					
3	Poor commitment of the leadership					
4	Poor communication net work					
5	Problems related to creating culture of change					
6	In adequate training and education					

List other challenge if any _____

6.2 In the following table there are lists of the strategies used to solve /over come problem challenges. How often they utilized in your office?

No	Strategies	Frequently	Seldom	Not used	I don't know
1	Working in the new way only				
2	Creating sense of urgency				
3	Creating a shared vision				
4	Provision of adequate training				
5	Proper allocation of resources				
6	Reinforcement				

List other mechanism used by your office to over come challenges

Appendix III
Addis Ababa University
School of Graduate Studies
Department of Educational Planning and Management
Questionnaire to be filled by teachers

1. Have you taken training related to BPR? If yes, for how long?
 2. Which of the following best describes your opinion about BPR? Please level according to 5= I strongly agree, 4= I some what agree 3= Not determined 2= I some what disagree 1= I strongly disagree

No	opinion	Rating scale				
		5	4	3	2	1
1	Customers and stake holders are satisfied with the current performance of the organization					
2	BPR is a hidden agenda of downsizing					
3	Such a radical change is dangerous and in human. It has more harm than good					
4	BPR is unworkable in our context					
5	BPR is unfair because it does not take experience and contributions to the organization and to our country in consideration					
6	Despite minor achievements, the effort is not moving as intended. It will not succeed					
7	BPR has remarkable benefit to me personally and to my organization as a whole					
8	BPR is initiated at the appropriate time in our organization					
9	The BPR effort is on its right track despite some challenges it will succeed.					

Some of other opinions of your self on BPR, if any _____

3. Is BPR fully implemented in your school as well as in education office? If yes put some indicators ascertaining this.
 4. What do you recommend for the proper implementation of BPR?

Appendix IV

Interview guides for PTA chairmen and other stake holders

Interview guides for PTA

1. How far you now the plan of school
2. How far you are entertained to contribute to the school improvement?
3. How you judge the existing learning and teaching when you see the performance of students?
4. Tell me the level of BPR implementation in Education office.

Interview guides for stake holders

- How do you express the service delivery of this office?
- What benefit you get since BPR began to be implemented?



Appendix V

Observation check list


No	Activities	Exists	Not exists
1	Proper action plan		
2	The work is in process emphasis		
3	Right people prepared for the process		
4	No walls in the process teams		
5	Process team empowered		
6	The structure organized around core business process		
7	Right leaders prepared for the process		
8	Process owners assigned for being the process manger		
9	process owner of the core business is a senior executive		
10	Process owners are clear with their roles and the way they work		
11	Management team established		
12	The process in the organization are well interfaced		
13	The leader is explicitly playing true leader characteristic' which is very distinct from the old behavior		
14	The organizational boundary adjusted to allow processes flow naturally		
15	The design prepare the feed back receiving mechanism from customers, employees and stakeholders		
16	Process teams work together		
17	Management team works together		
18	Implementation tools such as the new rules and regulation are prepared		
19	The new rules and regulations can allow the new values and set up (flexibility, team- work, team autonomy, personal responsibility, customers focus)		

DECLARATION

This thesis is my original work and has not been presented for a degree in any university and that all sources of Materials used for thesis have been duly acknowledged.

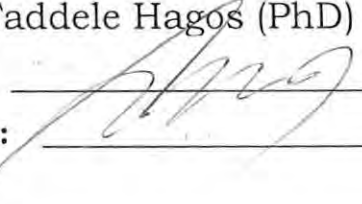
Name: Tesfaye Tilahun Shukure

Date: _____

Signature:  _____

This thesis has been submitted for examination by my approval as a University Advisor.

Name of Advisor: Taddele Hagos (PhD)

Signature:  _____

Date of Submission: _____